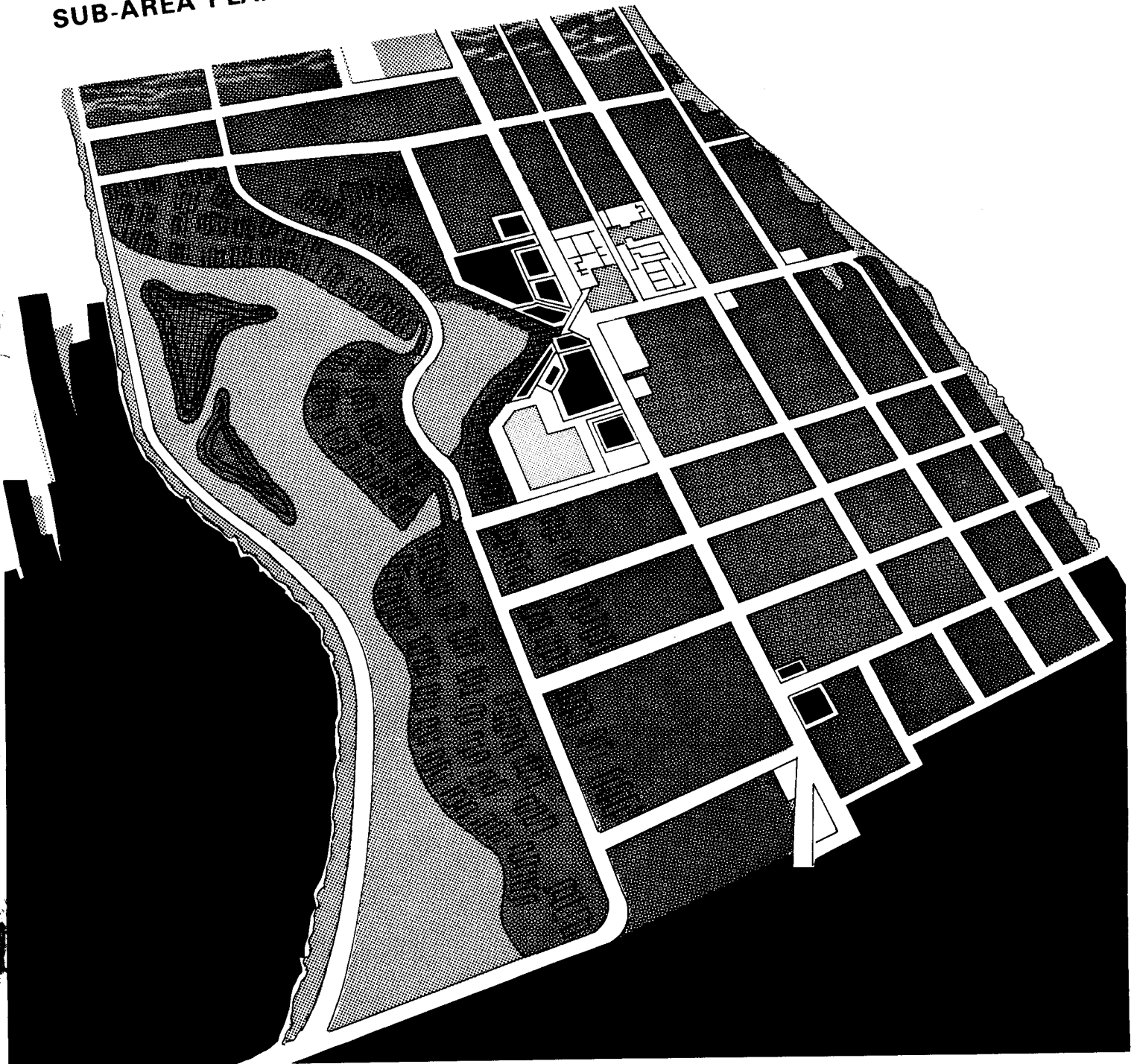


Job 740

Concord Neighborhood

SUB-AREA PLAN



HISTORY OF THE CONCORD NEIGHBORHOOD

In analyzing the history of the Concord Neighborhood, two things stand out in particular. First, the Concord Neighborhood played a seminal role in the development of Indianapolis into an urban area. Second, this neighborhood served as an initial settlement area for a variety of ethnic groups.

The Internal Improvement Act of 1830 was an important factor in the neighborhood's role in city development. This Act outlined a program to encourage economic and social development through creation of a comprehensive transportation system design to link the new State Capitol with the settlements along the Ohio River. In Indianapolis, the project involved canal, railroad and road construction. The Concord Neighborhood played a significant role in this and other transportation projects since its residents, particularly Irish immigrants and Blacks, were involved in the construction of both the canal and the railroads. These improvements, in turn, encouraged the growth of the neighborhood as families of laborers settled near their work.

As the City grew, the Concord Neighborhood grew to meet the needs of the surrounding area for a variety of retail goods. A flourishing commercial center and subsequent settlement developed along South Meridian Street. Activity in this area eased the flow of goods from Indianapolis to outlying communities. At the same time, residents of small towns south of the City began to travel to the Concord Neighborhood to buy their goods. A variety of significant industrial concerns developed in the neighborhood including the Rolling Mill Steel Plant and Kahn Tailoring. Many neighborhood residents were founders or employees of these companies.

In the middle to latter part of the 19th Century, immigrants from Ireland and Germany began settling in the Concord Neighborhood. Black residents from the South came immediately before and after the Civil War. At the turn of the century, Concord settlers numbered many Jewish residents from Eastern Europe and Turkey. It is currently receiving an influx of newcomers from West Virginia and Kentucky. Serving as a starting place for so many immigrant groups, the neighborhood has acquired a cosmopolitan flavor. The Concord Neighborhood residents have learned the art of cooperation. This is exemplified by the unified force of the neighborhood associations.

The ethnic diversity of the Concord Neighborhood has aided the growth of Indianapolis as a cultural center. Neighborhood residents have played important roles in political, religious and civic affairs. For example, a variety of Indianapolis' civic societies and churches were organized by Concord ethnic groups, many achieving city-wide influence. The German gymnastic groups, which started in the Concord Neighborhood later developed into athletic and social societies which are still active in Indianapolis today.

During the past twenty years, the neighborhood has experienced great environmental and social stresses both from within and outside the community. It has responded to these stresses through organization and neighborhood renewal activities. While these efforts have not been entirely successful, the community has retained enough stability and leadership that hope for improvement of the residential fabric of the neighborhood remains. The neighborhood's history of hard work and openness to new ideas helps make this hope a realistic one. (For a more detailed look at the Concord Neighborhood history, see "The Near Southside Community, As It Was And As It Is", available at the Concord Center).

**CONCORD
NEIGHBORHOOD
SUBAREA
PLAN**

UPP JOB 740

**OFFICIALLY ADOPTED
BY THE METROPOLITAN
DEVELOPMENT COMMISSION
SEPTEMBER 18, 1974**

**DEPARTMENT OF METROPOLITAN DEVELOPMENT
DIVISION OF PLANNING AND ZONING
THE PREPARATION OF THIS REPORT WAS FINANCED
IN PART BY A UNIFIED FEDERAL PLANNING GRANT**

SUMMARY OF PLAN RECOMMENDATIONS

The following is a summary of the plan proposals as presented in the Concord Neighborhood Subarea Plan. As in the planning document itself, the proposals are grouped under the categories of physical, economic and social development.

PHYSICAL DEVELOPMENT RECOMMENDATIONS (Refer to Map 1)

- Four development areas are recommended to accommodate new housing, recreational facilities, a commercial core and expanding social services.
- Commercial concentrations should be encouraged along Meridian at Palmer, McCarty, and Morris Streets.
- New park and recreational facilities are recommended: five acres of mini parks, a large community playfield, a well-equipped playground, and four neighborhood parks.
- Construction of pedestrian and bicycle paths are proposed along the White River and near I-70 for open space use.
- Repair and upgrading of many structures and general neighborhood clean-up programs are encouraged.
- Vacant lots should be kept clear of debris and utilized as open space. Vacant structures should be boarded up to reduce vandalism.
- Heavy truck traffic should be prohibited from residential streets and limited to the following streets: Interstate 70; Kentucky Avenue; West Street; Missouri Street; Capitol Avenue (north of I-70); Illinois Street (north of I-70); Madison Avenue; Meridian Street (north of McCarty Street); Morris Street (west of West Street); Raymond Street and McCarty Street.
- A street improvement program to repair residential streets damaged by heavy truck traffic should be instituted.
- Expansion of off-street parking facilities for existing and proposed commercial concentrations is recommended.
- Improvement of street lighting facilities, installation of new systems where needed, and extension and updating of water service and gas distribution systems are suggested.
- Open space buffering is encouraged to separate residential and industrial areas.
- Public transit system needs improvement.

SOCIAL AND ECONOMIC DEVELOPMENT RECOMMENDATIONS

- Vocational and on-the-job training should be increased.
- Increasing "police visibility" through regular police walking beats is recommended.
- Regular inspection and enforcement of fire codes is proposed.

- The plan articulates the need for upgrading the physical facilities of community schools and encourages greater diversity of school programs.
- An expansion of the existing health services is needed.
- The plan proposes the establishment of a new multi-service center to serve the Concord community. It is recommended that the facility include: a day care program, comprehensive counseling services, social activities, (especially for teenagers and senior citizens), branch offices for governmental agencies, a new health clinic with an ongoing dental program, a place to house and centralize community organization facilities, and an office responsible for administration of food stamps, welfare benefits and other emergency assistance.

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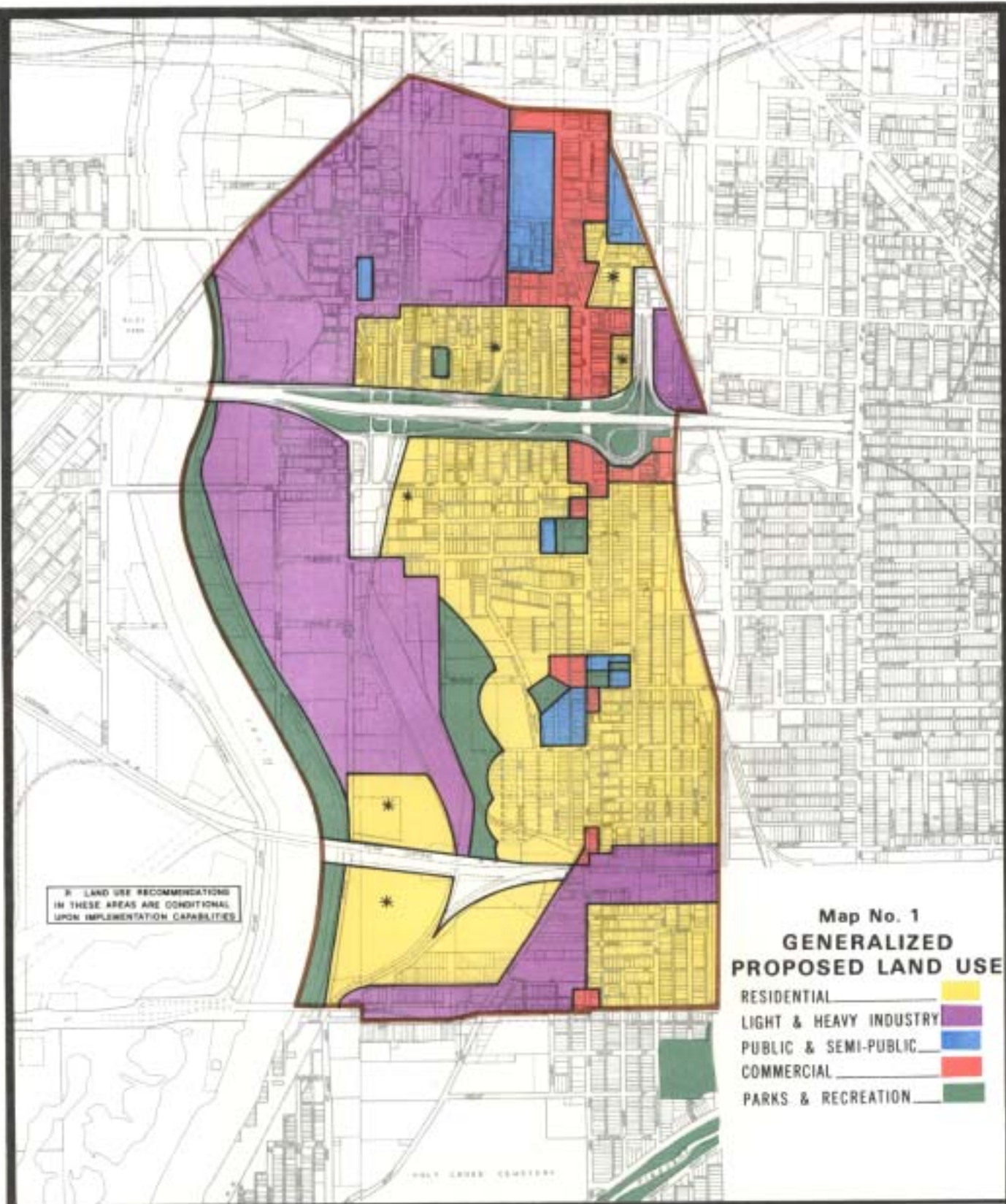
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Map No. 1
**GENERALIZED
PROPOSED LAND USE**

- RESIDENTIAL _____
- LIGHT & HEAVY INDUSTRY _____
- PUBLIC & SEMI-PUBLIC _____
- COMMERCIAL _____
- PARKS & RECREATION _____

CONCORD NEIGHBORHOOD

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Dept. of Metropolitan Development
Division of Planning and Zoning
Indianapolis - Marion County, Indiana

INTRODUCTION

SUBAREA PLANNING

GOALS AND OBJECTIVES

METROPOLITAN PERSPECTIVE

Planning is a guide to the development and arrangement of land use. Planning should not only deal with problems of a current and long-range nature, but should also seek to improve the quality of life. Effective planning results in policies and goals which can actually be implemented.

This plan represents the goals and objectives of the community. The planning staff of the Department of Metropolitan Development provided technical assistance in the formulation of the plan.

What is Subarea Planning?

A land use plan sets down recommendations for the future uses of land, including public and private improvements, and serves as a policy statement to guide development. The Comprehensive General Land Use Plan is the land use plan for Marion County. This plan, like all plans which deal with the entire county, is necessarily general in nature. The purpose of subarea planning is to translate the generalities of the county-wide plan into the specifics needed to handle the problems of a single community. The limited focus of a subarea plan often results in the identification of problems, which might not be observed at the county level. (Included in the Appendix I is a step-by-step analysis of the subarea planning process.)

Assets of the subarea planning program:

- 1) The residents of a subarea can become involved in the resolution of their community's problems.
- 2) The Department of Metropolitan Development and related agencies can develop more detailed plans by working in small geographical areas.
- 3) The nature of a subarea plan lends itself to involvement by many agents, including citizens, planners and other public officials.
- 4) Public action agencies and the private sector can be better informed regarding the details of the plan.

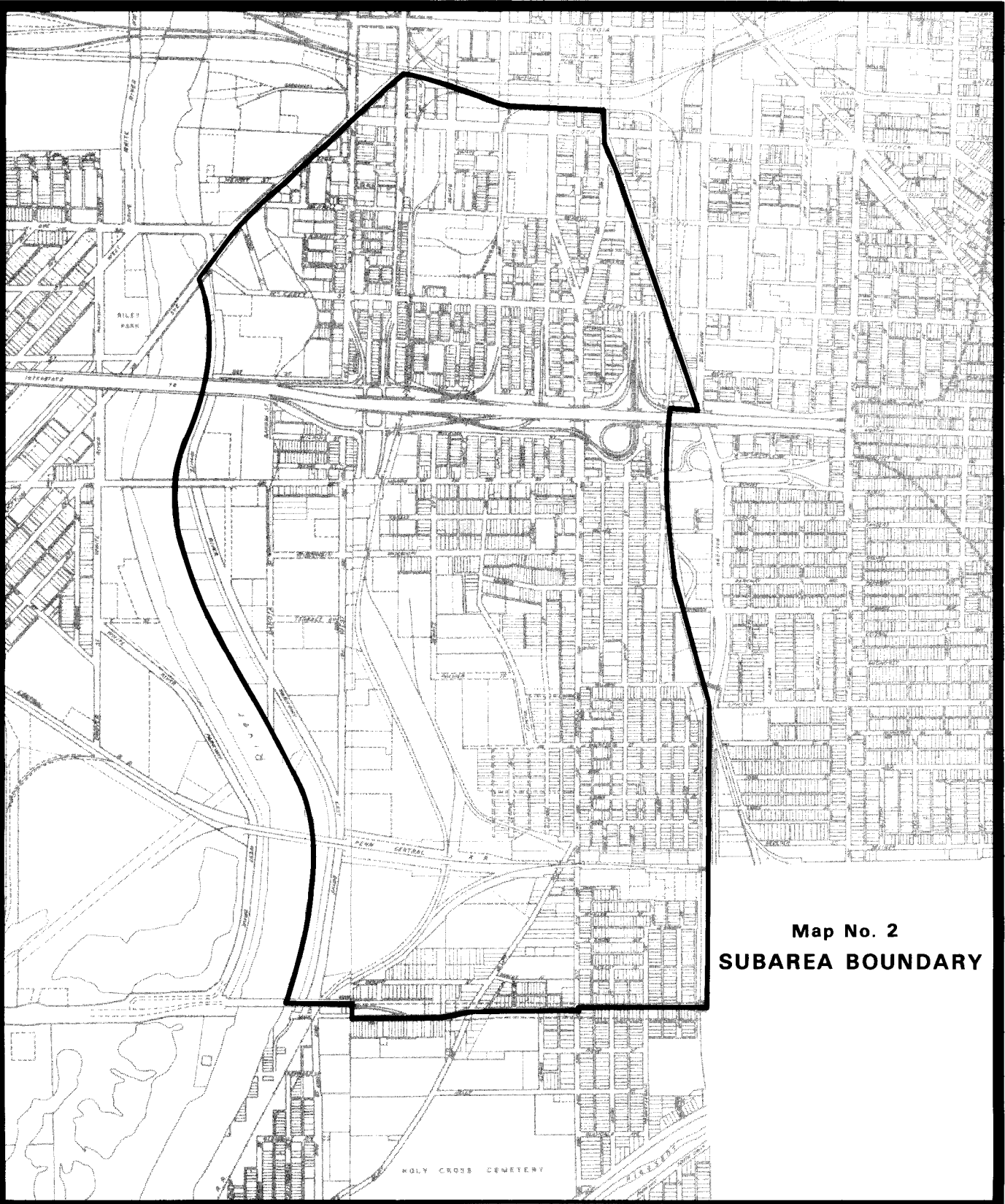
The Concord Neighborhood as a Subarea

The Concord Neighborhood has definite physical boundaries. White River forms the boundary on the west, Madison Avenue on the east, Raymond Street on the south, and the fringe of the Central Business District (South Street) on the north. (Refer to Map 2)

The planning process began in the Concord Neighborhood as a citizen reaction to the increased deterioration of public services, the loss of local businesses, and the steady industrial encroachment of residential areas. These factors, combined with the impact of I-70 on the area, created a community awareness of the need to plan for the future.

The Concord Subarea Plan is designed to promote the community as a preferred place to live and work by developing an effective pattern of land use, housing types, services, and amenities.

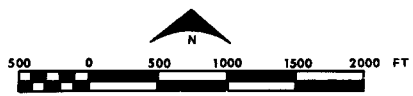
This plan will be supplemented in the next few months with a design study for the subarea. The design study will further detail some of the physical development recommendations. These details will be concerned with the physical design of the recommended developments. A second purpose of the supplement will be to discuss any revisions and alternatives to the plan recommendations.



Map No. 2
SUBAREA BOUNDARY

CONCORD NEIGHBORHOOD

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Goals and Objectives

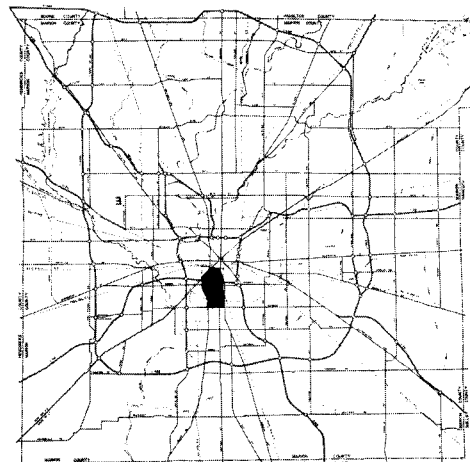
The process of formulating goals for the future of the Concord Neighborhood predates the Division of Planning and Zoning's decision to undertake the Concord Subarea Plan. Goal formulation resulted in three documents - the Neighborhood Program Policy Committee's Housing Agenda and Sub-Committee Reports, and the Concord Priorities which the Neighborhood Program Policy Committee prepared with assistance from the Advocate Development Team. (The three reports are contained in Appendices II, III, and IV respectively.)

A set of basic development objectives that are applicable to every residential community is recommended by the Department of Metropolitan Development (from the Indianapolis Regional Transportation and Development Study), and appears below:

- Wherever practicable, each neighborhood should provide a variety of housing types tailored to the economic and social needs of the community.
- Each neighborhood should have a park adequate in size and design to handle the needs of its population. If possible, these parks should adjoin school playgrounds to encourage optimum use of the land.
- Each neighborhood should contain or have access to a shopping center of sufficient size to provide for the daily shopping needs of residents. However, it should not be so large as to draw traffic from beyond the adjoining neighborhoods. This community shopping center should be accessible from local thoroughfares.
- Through traffic should be routed around neighborhoods on suitably designed thoroughfares. The planning of streets, walkways, bicycle paths, and other traffic facilities should take bordering thoroughfares into consideration. The safety of pedestrian movement should be insured by providing pedestrian and cycling paths wherever possible.

Metropolitan Perspective

For a variety of reasons, the Concord Neighborhood will play an important role in the future development of Indianapolis. At present, the downtown is being reestablished as the major focus of economic and social activities in the metropolitan area. The Concord Neighborhood, given its closeness to the downtown (1-2 miles from Monument Circle), and its large amount of vacant land suitable for development, represents a valuable resource for residential growth--the kind of growth necessary for a strong and vital city core.



CONCORD NEIGHBORHOOD LOCATION

CONCORD TODAY

COMMUNITY ORGANIZATION

COMMUNITY ASSETS

EXISTING CONDITIONS

PROBLEM STATEMENT

COMMUNITY ORGANIZATION

There are several neighborhood organizations directly involved in the Concord Neighborhood. (See Community Organization chart). The Neighborhood Program Policy Committee is recognized as being representative of the community. The Neighborhood Program Policy Committee is comprised of two delegates and two alternates from each of the following southside groups:

Concord Center Board of Directors
Southside Civic League
Southside Community Council
Southside Community Health Center
Union Palmer Neighborhood Association
United Southside Community Organization

The Neighborhood Program Policy Committee has been concerned with such issues as condemned and vacant housing and the rezoning of several industrial properties to a residential use. Working in coordination with the Concord Center Association (the neighborhood's community center), the Neighborhood Program Policy Committee has established four permanent sub-committees. They are:

- 1) Community Organization Subcommittee - involved with strengthening neighborhood organizations to facilitate response to community problems
- 2) Employment Subcommittee - monitors employment services in the Concord Neighborhood
- 3) Health Subcommittee - monitors health care in the Concord Neighborhood
- 4) Housing Subcommittee - primarily concerned with improving the physical environment of the community.

The Neighborhood Program Policy Committee became involved in the planning process by identifying community goals and establishing contact with the Department of Metropolitan Development.

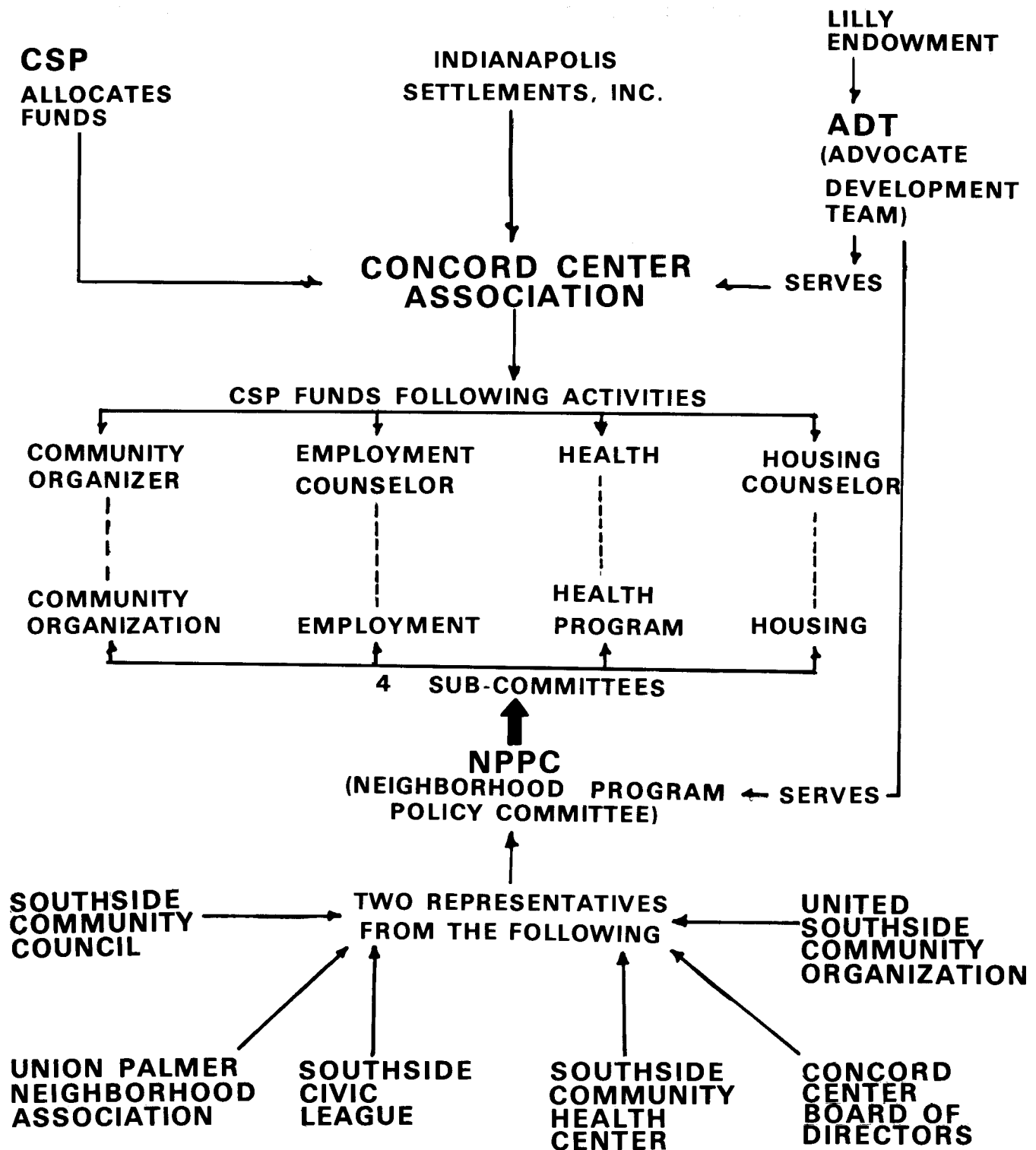
Assisting the Neighborhood Program Policy Committee in its efforts to revitalize the Concord Neighborhood is the Advocate Development Team. The purpose of the Advocate Development Team is to respond to the needs of the Neighborhood Program Policy Committee for technical assistance in articulating the needs and identifying solutions to the community's social and environmental problems.

The Advocate Development Team receives its funding from a Lilly Endowment grant. This grant provides funds for three positions, that of a community-organizer/project director; the part-time assistance of members of an architectural firm, and an attorney. Also on the staff of the Advocate Development Team are several Concord Center personnel. The presence of a variety of disciplines allows the Advocate Development Team to maintain a comprehensive approach to neighborhood planning.

Recognizing the importance of both physical and socio-economic planning for the Concord Neighborhood, both the Neighborhood Program Policy Committee and the Advocate Development Team, have been of great service to the community. In cooperation with the Department of Metropolitan Development, these two agencies have been key participants in the formulation of the Concord Neighborhood Subarea Plan.

A new organization is the Near Southside Community Development Corporation. Membership comes from institutions, social organizations, and individuals representing the community. The purpose of the Development Corporation is to promote physical development with particular emphasis on housing. The Development Corporation has very solid community support and intends to do everything possible to bring about development that is in keeping with the intent of this plan.

COMMUNITY ORGANIZATION



NEAR SOUTHSIDE COMMUNITY DEVELOPMENT CORPORATION

COMMUNITY ASSETS

Concord Center: The Concord Center is a multi-service facility serving the Concord Neighborhood. Offering a variety of services, the Concord Center is considered the hub of community activities. These activities include: (1) family growth programs such as social work projects and health education, (2) group enrichment programs which provide recreational facilities and services for the elderly, and (3) neighborhood development programs such as assistance for those seeking housing and neighborhood improvement projects. Through these programs, the Concord Center has provided employment for many area residents and demonstrated its sincere commitment to the neighborhood.

Concord Outreach Center: The Outreach Center, a major branch of the Concord Center facility, provides community services to the area north of the interstate. The structure is often used for community activities, and as a meeting place of children.

Health Center: The Southside Community Health Center, located at 234 W. Morris St., serves the Concord Neighborhood residents by providing basic health care services. The Center represents a joint effort between the community and the Indiana University Schools of Medicine and Dentistry.

Kennedy Middle School: This major educational facility is scheduled to be closed. When closed, it will have potential for a variety of uses.

Churches: Definite assets to the community, the many churches serving the sub-area represent an important element in community identity and stability.

Community Boundaries: The clear-cut physical boundaries of the Concord Neighborhood have been an important factor in strengthening the sense of community identity.

Proximity to the Central Business District: The location of the Concord subarea provides easy access to the downtown. Thus, many employment and cultural opportunities are available to residents. By improving neighborhood streets and increasing bus service, the locational advantage could be used to the fullest. This would improve the potential for housing construction and attract new businesses into the neighborhood.

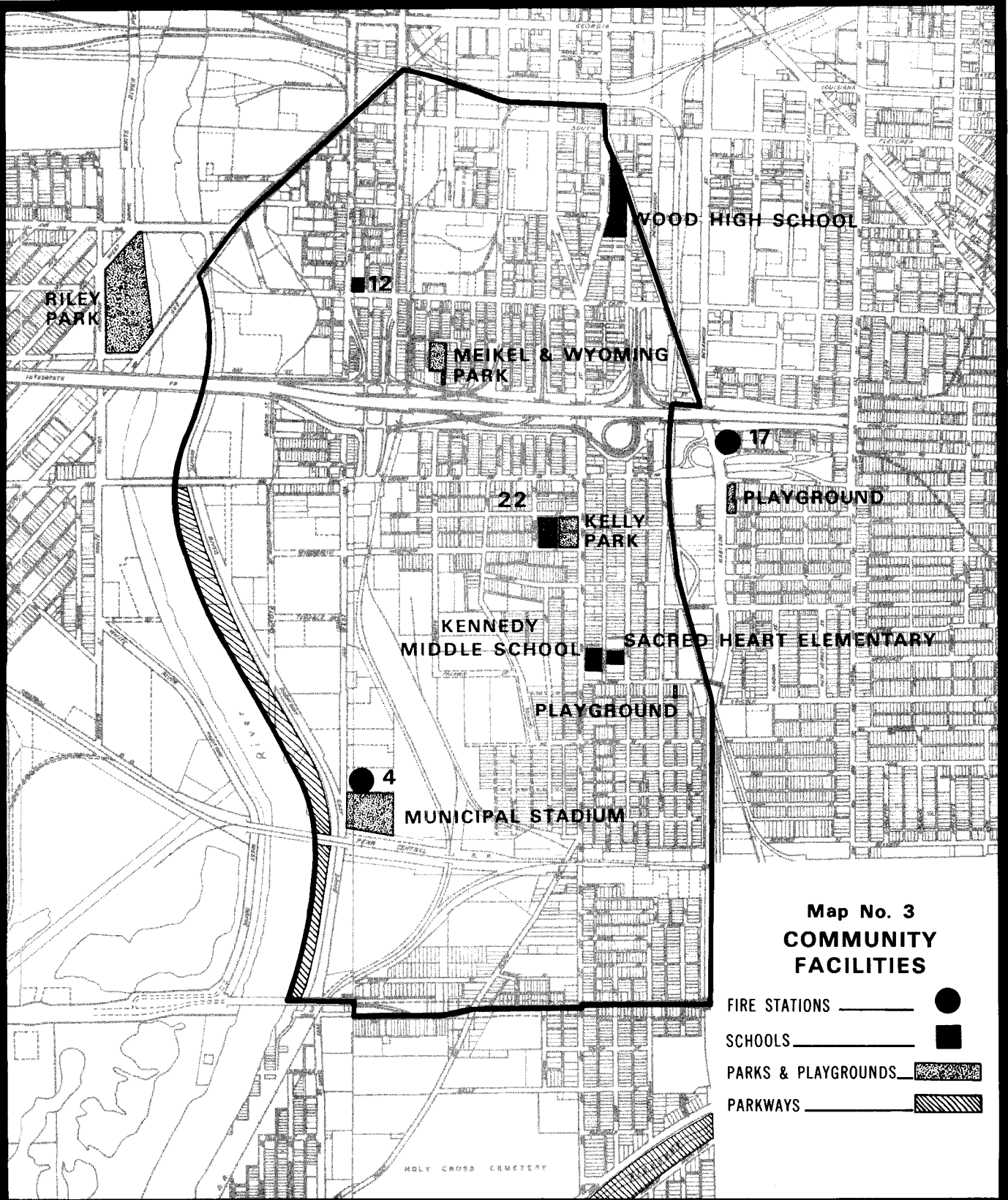
Existing Park Facilities: The Concord Neighborhood has two playgrounds and a baseball diamond:

- *Kelly Playground (Kansas and Meridian)
- *Meikel Playground (Meikel and Wyoming)
- *Municipal Stadium (West Street)

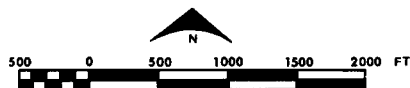
Development Potential: The presence of large tracts of vacant land within the Concord Neighborhood offers many opportunities for development, either for recreational use or new housing.

Scenic Areas: The parkways adjacent to White River and Pleasant Run Creek offer potential for landscaped scenic areas. The Union-Palmer area with its numerous trees and elaborate landscaping enhances nearby historic buildings.

Architectural Significance: The Concord Neighborhood possesses some of the oldest housing in the city. If restored, many of the fine old buildings could enrich both the community and the city itself.



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Indianapolis - Marion County, Indiana

EXISTING CONDITIONS

The Concord Neighborhood has experienced great changes in the last two decades. These changes have had a deteriorating effect on the community. Physical deterioration is evidenced by incompatible land uses, dilapidated dwellings, a high vacancy rate, fewer neighborhood stores, and broken streets. Social and economic deterioration is typified by low family incomes, poor level of educational attainment, lack of adequate health care, and poor park facilities.

The development of Interstate 70, in the northern part of the community, dramatically reduced the population by displacing six hundred families. Furthermore, expansion and relocation of industries and heavy commercial establishments have consistently eroded the residential community. The proximity of industries and truck terminals and accompanying trucks that use neighborhood streets have had a blighting effect upon the relatively stable residential neighborhoods.

The data in this section will identify the pertinent physical, economic, and social conditions existing in the community. (For additional data refer to the Concord Neighborhood Data Inventory that was compiled and printed by the Department of Metropolitan Development in 1973.) The data refers to most of the subarea with the exception of an area in the southeastern part bounded by Meridian St. to the west, Raymond St. to the south, Madison Ave. to the east, and the Penn Central R.R. tracks to the north. This was not included in the subarea at the time the data was compiled. The data contained in this section and the Data Inventory was used by the planning staff and the Neighborhood Program Policy Committee to help identify community problems and formulate community goals.

PHYSICAL CONDITIONS

General Land Use Characteristics

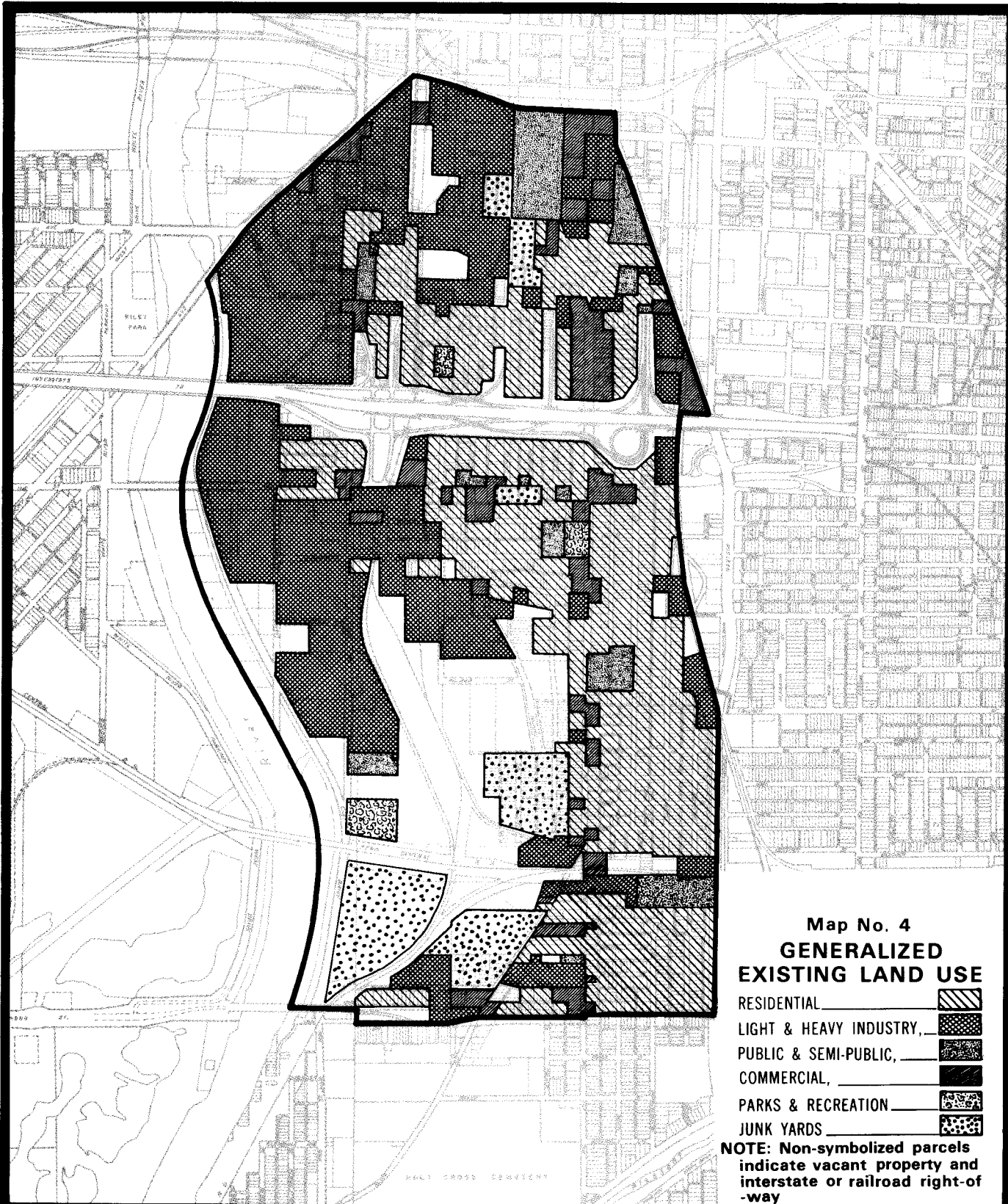
The Concord Neighborhood has a great mix of land uses. As a result there are inconsistencies in the community's land use pattern which point to the need for a land use plan to guide future development.

Generally, however, residential land use is concentrated throughout the central and southern parts, with commercial uses scattered along the length of Meridian Street. The northern and western parts of the subarea have a preponderance of industrial uses. Included in the industrial acreage is a large amount of vacant and poorly utilized land. Table 1 reflects the type and amount of land uses with corresponding figures for the building type.

Table 1

Land Use by Type
No. of Structures and Total Acreage

Type	No. of Buildings	No. of Acres	% of Total Acreage	% of Inner Need Area Acreage
Residential	1311	115	29%	53%
Single Family	972	84	21%	-
Two-Family	308	26	6%	-
Multi-Family	31	5	1%	-
Commercial	275	27	7%	6%
Industrial	121	185	46%	15%
Public/Semi-Public	13	24	6%	9%
Streets/Alleyways	-	51	13%	14%
Total	1720	400	100%	100%



Map No. 4
GENERALIZED
EXISTING LAND USE

- RESIDENTIAL _____
- LIGHT & HEAVY INDUSTRY, _____
- PUBLIC & SEMI-PUBLIC, _____
- COMMERCIAL, _____
- PARKS & RECREATION _____
- JUNK YARDS _____

NOTE: Non-symbolized parcels
indicate vacant property and
interstate or railroad right-of-
-way

CONCORD NEIGHBORHOOD

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Between 1960 & 1970 there has been much physical change within the neighborhood. This is illustrated by a decline both in the amount of total housing and in population figures over the ten year period. The construction of Interstate 70, which took many homes, was responsible for a major population decline. Another factor, though relatively insignificant in comparison to the effect of the interstate, is the fact that many of the homes were built before 1939 and have been improperly maintained. As a result many homes have experienced extreme structural deterioration and have been condemned and demolished since 1960. (Refer to Table 2).

Table 2

Population and Housing Change 1960-1970

Census Tract (Block totals within Subarea)	Population		Total Housing	
	1960	1970	1960	1970
3563	846	501	283	196
3567	4225	1661	1169	532
3568	750	522	221	200
3569	2166	2048	659	670
3580	1578	1278	468	426
Subarea Total	9565	6010	2800	1828

Despite the decline in total housing units between 1960 and 1970, there has been an insignificant change in the percentage of owner-occupied units within the neighborhood. (Refer to Table 3). Furthermore, according to the 1970 census, more than 20% of the residents moved into their homes before 1950. This figure is significantly higher than the Marion County figure of 11%. Another characteristic of the neighborhood is the high number of single family homes. (Refer to Table 1). There has been no significant trend toward conversion of single family homes to multi-family units. An interpretation of the above facts shows that the Concord Neighborhood is a relatively stable one.

Table 3

Housing Occupancy Change 1960-1970

Census Tract (Block Totals within Subarea)	Owner Occupied		Renter Occupied	
	1960	1970	1960	1970
3563	80	61	155	91
3567	489	215	582	259
3568	79	55	128	104
3569	376	349	261	276
3580	227	165	206	217
Subarea Total	1251(48%)	845 (47%)	1332 (52%)	947 (53%)

The vacancy rate for the community is 9%. This is higher than the county average, and due, largely, to the age and condition of the units for sale or for rent. The relatively high number of vacant dwellings represents a blighting influence on the community and potential for vandalism. Additional residential characteristics show an average of 16 dwelling units per acres with the number of persons per dwelling unit remaining stable at 3.3.

SOCIO-ECONOMIC CONDITIONS

Population Profile

The 1970 Census recorded 6,010 people in the community. However, this figure does not include the population in the southeastern section of the subarea. An approximate figure for the entire subarea would be 6,800. The following table is a summary of the population data.

Table 4

Population Data, 1970

Population by Sex/Race			Population by Age Group					
Males:	2885	48%	Age: Under 5	5-13	14-19	20-44	45-64	65+
Females:	3103	52%						
Negroes:	974	16%	Nos: 576	1203	794	1561	1178	674

This data indicates that the community has good representation of different age groups. This can be correlated with strong population stability.

Education Conditions

At present the Concord Neighborhood has adequate educational facilities. Meeting the needs of the elementary school population are Public Schools #12 and #22, and Sacred Heart Elementary School. (A part of School #12's program is devoted to special education.) The junior high students attend the two neighborhood schools, Wood Junior High School and Kennedy Middle School. Wood High School serves the community's high school age population.

Ironically, Indianapolis Public Schools and the Indianapolis Archdiocese have proposed that all of these schools be phased out in the next few years. This would leave the community without any neighborhood school facilities.

Table 5

Public Elementary Enrollment

School	1972 Enrollment	Percent Non-White
12	251	30%
22	470	9%

Income and Employment Characteristics

The 1970 Census indicates that approximately 15% of the families had below poverty level incomes, in comparison to 7% of Marion County families. (Refer to Table 6) The incidence of poverty is not as prevalent as it is in central city neighborhoods.

Occupational employment classifications show that the largest occupational grouping is blue collar workers, representing over 50% of the labor force. White collar jobs account for less than 30% of the labor force. Very few of these white collar workers occupy professional positions, and are employed in clerical jobs. (Refer to Table 7).

Table 6

Income Characteristics, 1970

<u>Family Income</u>	<u>Total Numbers</u>	<u>Subarea % of Total</u>	<u>Marion County % of Total</u>
Below \$1000	80	3.8	1.6
\$1000-1999	79	3.7	2.0
\$2000-2999	139	6.6	2.7
\$3000-3999	79	3.7	3.4
\$4000-4999	188	3.9	4.1
\$5000-5999	150	7.0	4.8
\$6000-6999	116	5.5	5.1
\$7000-7999	161	7.6	6.3
\$8000-8999	196	9.2	7.0
\$9000-9999	141	6.6	6.8
\$10000-11999	306	14.4	14.4
\$12000-14999	247	11.6	16.5
\$15000-24999	220	10.3	19.7
\$25000-49999	20	.94	4.4
\$50000+	0	-	.9

<u>Type of Income</u>	<u>Subarea Total</u>	<u>% of Total</u>	<u>Marion % of Total</u>
Wage or Salary Income	1875	88.4	91.0
Non-Farm Self-Employment	126	5.9	9.6
Farm Self-Employment	15	.7	1.1
Social Security Income	566	26.7	17.1
Public Assistance or Welfare	126	5.9	2.8
All Other Income	495	23.3	34.4

Ration of Family Income to Poverty Level

	<u>Subarea Totals in Numbers</u>	<u>Subarea Totals as % of Total Subarea Incomes</u>	<u>Marion County as % of Total County Incomes</u>
Less than .50 Poverty Level	96	4.5	2.6
.50-.74	118	5.6	1.8
.75-.99	114	5.4	2.4
1.00-1.24	94	4.4	3.1
1.25-1.49	103	4.9	3.8
1.50-1.99	304	14.3	9.2
2.00-2.99	589	27.8	23.2
3.00+	704	33.1	53.8

Table 7

Employment and Educational Attainment, 1970

<u>Employment Type</u>	Subarea Totals Numbers	Subarea % of Totals
Professional, Technical, Kindred	137	3.8
Management, Administrative	113	3.2
Sales Workers	199	5.5
Clerical, Kindred	596	16.6
Craftsmen, Foremen, Kindred	607	16.9
Operative, Except Transport	679	18.9
Transportation Operatives	257	7.2
Laborers	385	10.7
Service Workers	564	15.7
Private Household Workers	56	1.5

Years of School Completed

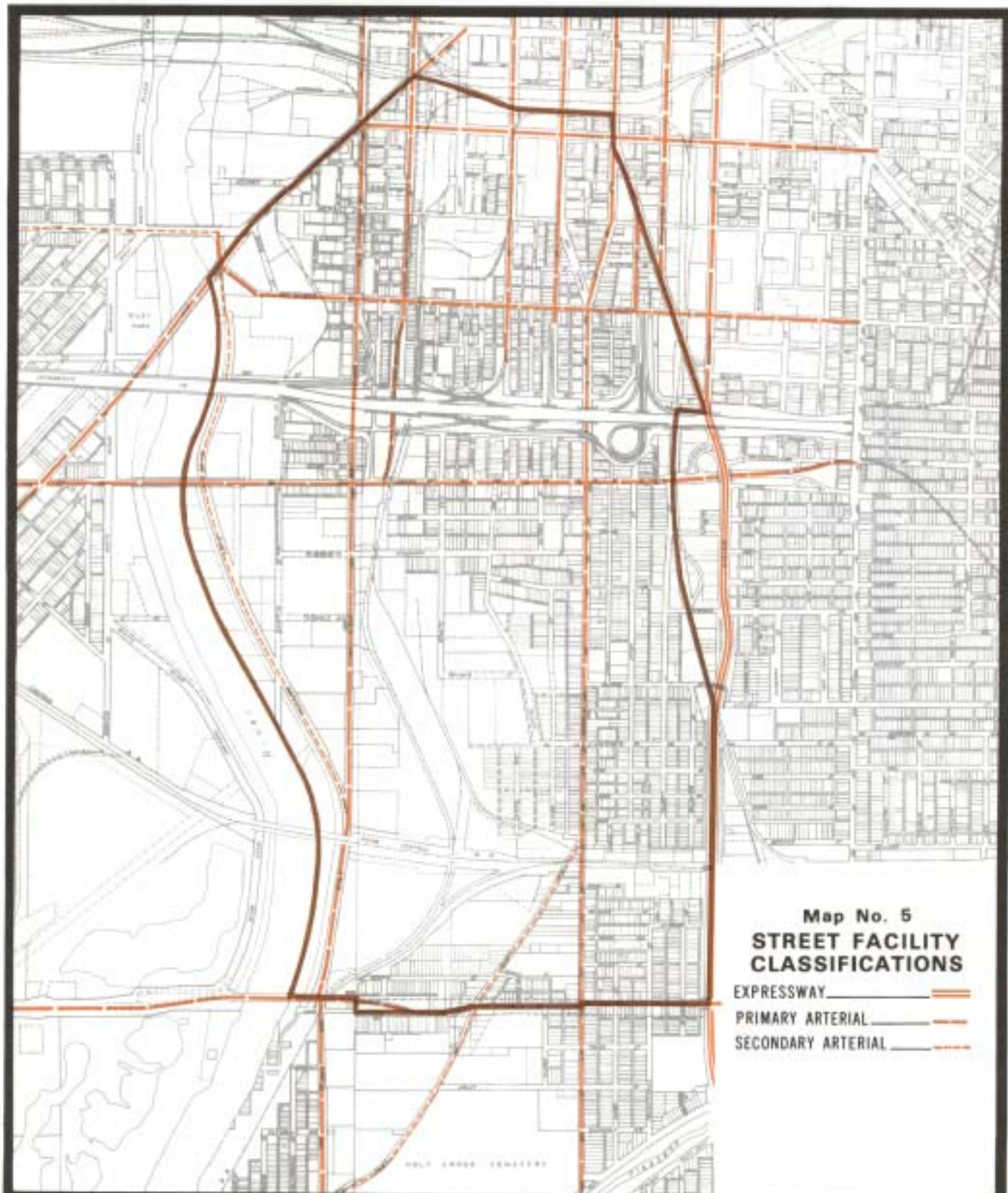
<u>Persons 25 Years or Over:</u>	Subarea Total in Numbers	Subarea % of Total
8 Years or less	2586	48.8
1-3 Years of High School	1538	28.9
4 Years of High School	985	18.5
1-3 Years of College	122	2.3
4 Years of College	82	1.5
Median School Years Completed	9.2	-
Percent of High School Graduates	-	22.4%

There appears to be a correlation between employment type and years of education completed. The large percentage of blue collar workers (more than 50%) in the Concord Neighborhood may be related to the fact that only 22% of the residents have completed high school, and 49% of the population have had eight or less years of education.

Table 8 shows the differences between health data for the community and county data. The data reveals minor deficiencies in the community's health care facilities. A health clinic serves the basic needs of the residents but the residents do not have the services of general practitioners.

Table 8
Health Data (1971)

	Subarea Total	Marion County Average
Total Live Births	189	
Rate (per 1000 population)	19.3	18.4
Total Premature Births	22	
Rate (per 100 population)	11.64	7.37
Illegitimate Births	35	
Rate (per 1000 population)	3.57	3.07
Total Deaths	147	
Rate (per 1000 population)	14.7	8.3
Tuberculosis Cases	12	
Rate (per 1000 population)	1.21	0.4
Syphilis	12	
Rate (per 1000 population)	1.2	0.9
Gonorrhea	52	
Rate (per 1000 population)	5.3	4.7



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PROBLEM STATEMENT

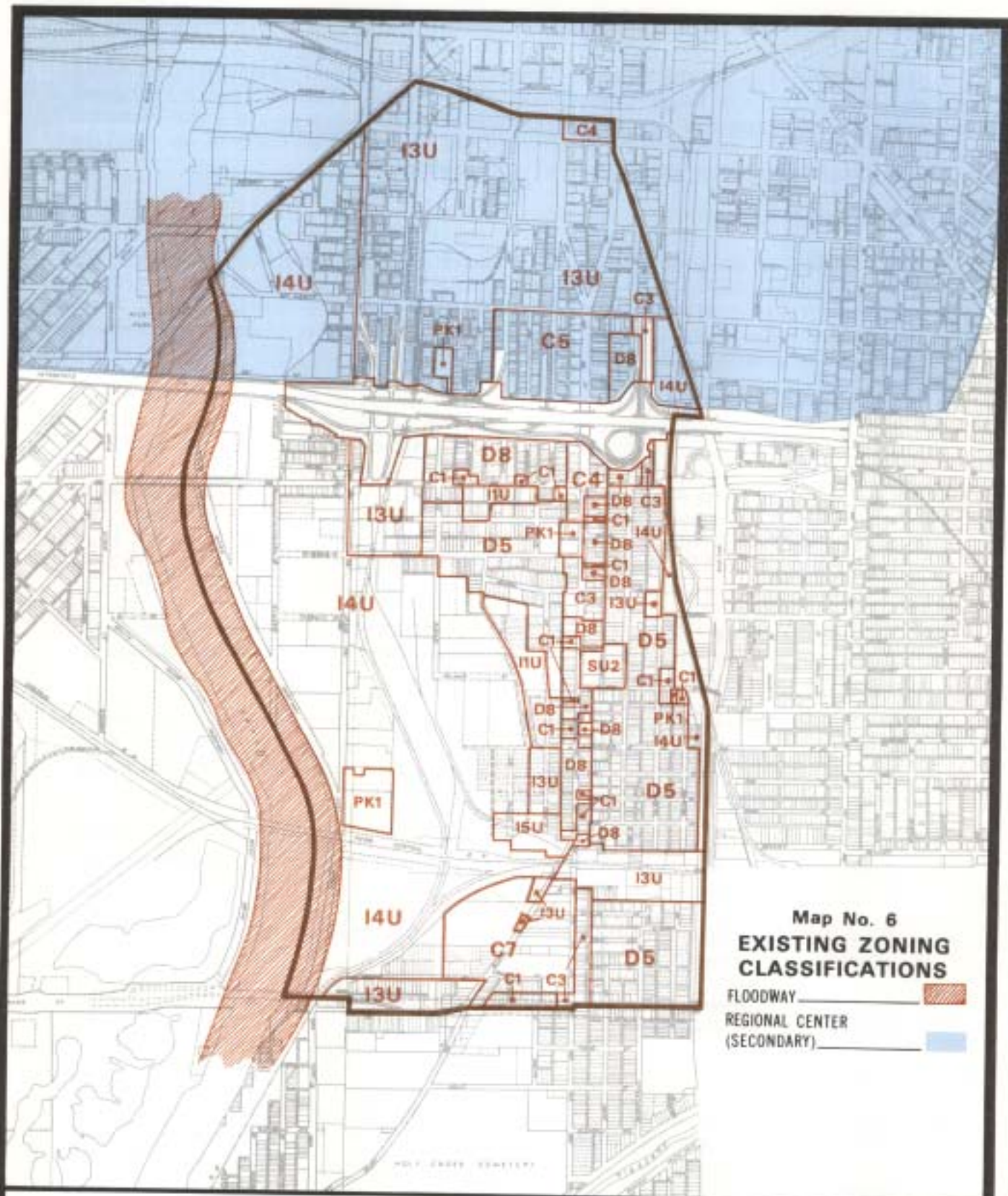
As a preliminary step in the planning process, the physical, economic and social problems of the Concord Neighborhood were articulated. The following statement was digested both from the Concord Neighborhood Data Inventory and the verbal and documented input from various community meetings. This section was reviewed in the formulation of the objectives of the community.

PHYSICAL PROBLEMS

1. One of the major problems in the subarea results from the incompatibility of land use. Because of improper zoning patterns, many of the residential areas contain a mixture of industrial and commercial uses. Often, mixed land use causes problems of visual blight, hazardous living conditions, and air and noise pollution.
2. 89% of all the housing units in the Concord Neighborhood were built before 1939. Depending upon the quality of maintenance, this fact could be either a problem or an asset to the community. At the present time, many of the homes do require restoration. In certain cases, condemnation and removal of structures should be undertaken. A structural and environmental conditions survey by the Department of Metropolitan Development in 1970 stated that 40% of the homes in the Concord Neighborhood were in a serious state of deterioration. One of the most significant problems is the difficulty of some homeowners to obtain rehabilitation loans.
3. In comparison to Marion County, the Concord Neighborhood has more than twice the number of vacancies. The vacant structures tend to encourage vandalism and are visually unappealing.
4. Inadequate posting and enforcement of load limits on residential streets has caused extensive street, curb and gutter damage. In addition, heavy truck traffic on the local streets has resulted in unpleasant and hazardous conditions for the residents.
5. Debris in alleyways, the prevalence of weeds on vacant lots, the dilapidated state of many sidewalks and curbs - all contribute to the visual blight that plagues the community.
6. Many street lights are in need of repair or replacement. Some areas completely lack street lighting facilities.
7. Back-up of storm sewers has been a persistent problem in intersections throughout the community.

ECONOMIC PROBLEMS

1. Based on 1970 Census data, the unemployment figure in the Concord Neighborhood was 7% compared to 4% unemployment in Marion County. The lack of jobs for Senior Citizens is a special problem, according to the residents.
2. There are relatively few employment opportunities with local businesses. Thus, jobs must be found outside the neighborhood. Since public transportation facilities are inadequate and a significant proportion of the residents do not own a car; not only is finding a job difficult, but commuting is a major problem.



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3. 13% of the families in the Concord Neighborhood have incomes below the poverty level, which, as determined by the Census, is an annual income below \$3,743 for a family of four. Only 19% of these families receive any assistance.
4. The Concord Neighborhood does not possess a good mixture of retail outlets. In part, this is due to the population displacement which resulted from I-70 construction. Many small businesses abandoned the area, and retaining the existing businesses is also a problem.
5. A significant problem in the Concord Neighborhood is the high school drop-out rate. 37% of the 16 and 17 year olds are not in school. The median number of school years completed for all persons 25 and over in Marion County is 12.2, whereas in the Concord Neighborhood the median number is 9.2.

SOCIAL PROBLEMS

1. Business burglaries are about double the county rate.
2. Tuberculosis and venereal disease run at a higher rate in the subarea than the county. There is concern on the part of residents over alcoholism and drug abuse. There is a limited number of general practitioners in the neighborhood. The dental clinic is not well-staffed and operates on an irregular basis. Health codes are not enforced on a regular basis.
3. With the exception of a pre-school class, there is no day care facility in the subarea. This fact is especially pertinent because both the number of female household heads and that of pre-school children exceed the county average.
4. The lack of a youth center, an inadequate adult education program, and services for Senior Citizens all present difficulties. Also, the existing programs cannot serve the complete community because of budget, staff, and facility limitations.
5. There is a pronounced lack of recreational facilities and parks in the subarea.

PLAN PROPOSALS

PHYSICAL DEVELOPMENT

ECONOMIC DEVELOPMENT

SOCIAL DEVELOPMENT

The following section presents the specific planning proposals for the Concord Neighborhood, which are part of a coordinated plan designated to improve the entire community and make it a highly desirable place to live and work. The proposals include all the necessities and amenities which allow for a vigorous and growing community. If these proposals are realized the Concord Neighborhood would be both a healthy community serving its residents' needs and a valuable asset to the Indianapolis Metropolitan area.

PHYSICAL DEVELOPMENT

The major purposes of the physical development plan proposals are to (1) guide development in such a way that it is integrated into the existing pattern of land uses and (2) to eliminate major blighting influences in the neighborhood. The proposals that follow are recommendations for physical development.

Land Use

Determining a pattern of land use is a major step in resolving many current community problems that are associated with incompatible land use. The land use recommendations are conditional upon implementation capabilities. This is a concern where areas of recommended residential development conflict with the existing zoning that designates industrial or heavy commercial use. (Refer to Maps 1 and 6.)

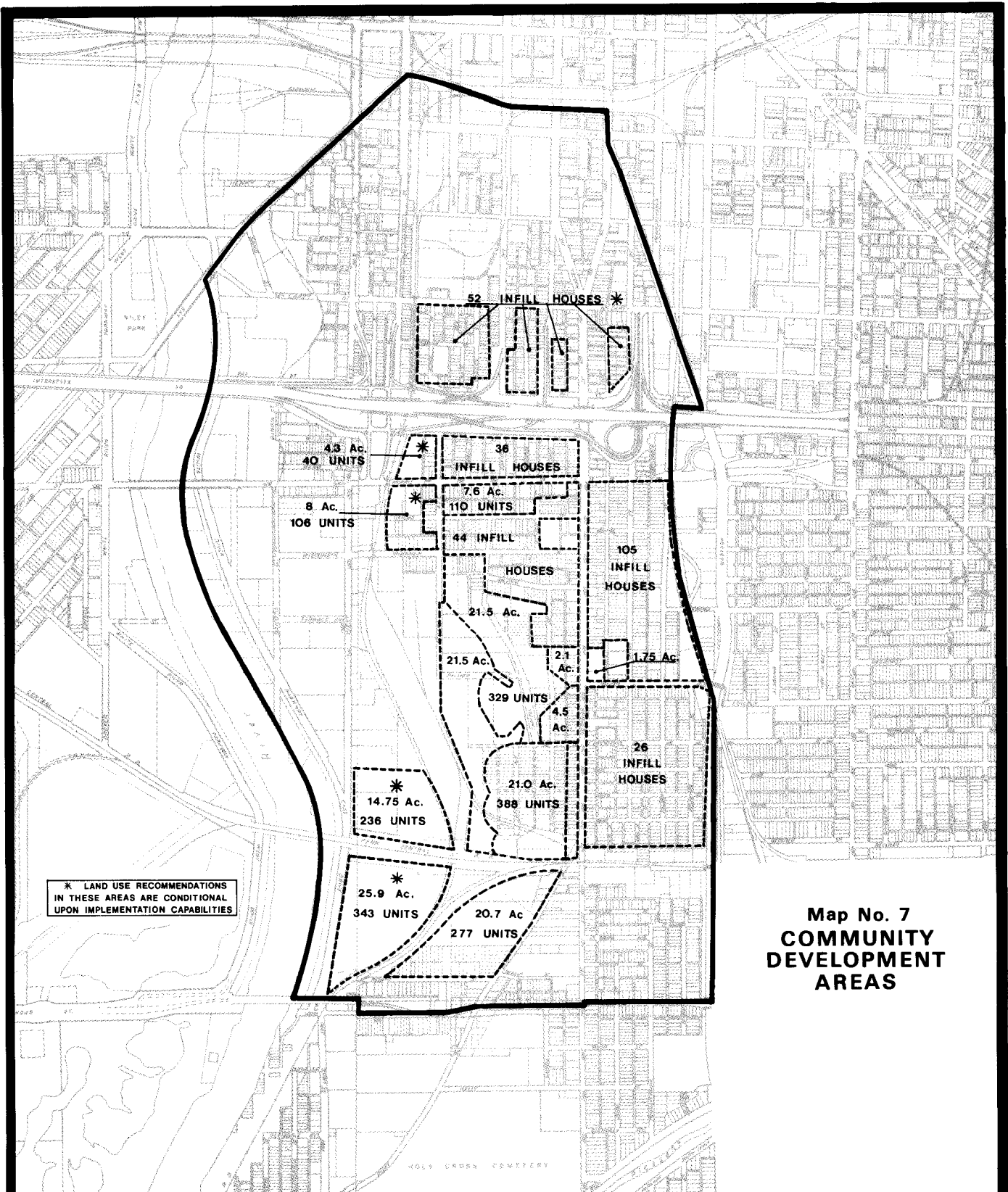
Four areas are proposed for major development in the future. It is recommended that these areas be developed to accommodate new housing, a new commercial core, expanded social services, and newly developed areas of recreation and open space. Area #1 is proposed as the major core of community development. Area #2 would be supportive of the community with housing and places of employment. Areas #3 and #4 could be supportive of the major core of community development, population growth and provide a community linkage to White River. However, in the case of areas #3 and #4, if the trend warrants, residential use could yield to a strong demand for compatible industrial development. Following are brief descriptions of the four areas.

1. This area is bounded by the Illinois Central Railroad on the west, Wisconsin Street on the north, Penn Central Railroad on the south, and Meridian Street on the east. The land in this area is proposed for rehabilitation of existing housing, new housing, open space, human services, and commercial facilities.
2. This area is bounded on the south by Raymond Street, on the north and west by Illinois Central Railroad, and on the east by Bluff Road. Housing development is proposed for this area. There are a number of existing commercial and light industrial type uses that could be compatible with residential development.
3. The boundaries of this area are White River on the west, the Penn Central Railroad on the north, and the Illinois Central Railroad on the east and south. The type of development that is proposed for this area is modular homes as a transitional land use. This type of development seems ideal if the area along the West Street corridor at some future time warrants this land for industrial development.

4. This area is bounded on the east and north by the Illinois Central Railroad, on the south by the Penn Central Railroad, and on the west by West Street. This area is proposed for modular home development for the same reasons as area #3.

Additional land use proposals are listed below.

- The community fully supports the Park Board's recommendation to develop and landscape the banks of White River as a scenic area with portions devoted to recreational use. This would enhance the community's relationship to the river and could be further strengthened by the provision of pedestrian and cycling paths and the recommended residential development.
- The area south of I-70 should remain residential with commercial clusters encouraged in and around intersections that presently serve as focus of community and neighborhood activity. Most commercial facilities are scattered along Meridian Street. In most cases, this recommendation is meant to further identify and strengthen the existing concentrations of commercial uses. Commercial clusters should be encouraged in the following areas: a major cluster at Meridian and Palmer, as a part of the community core, with smaller clusters on Meridian at McCarty, Morris, and Raymond. Of course, any recommended relocation of businesses would require the consent of the owners.
- Existing residential areas north of I-70 should be maintained and upgraded. This recommendation is in conflict with the Regional Center Plan; however, it is justified by the following reasons:
 1. The industrial and commercial zoning in the area dates back to the 1920's when it was zoned industrial despite the existence of a vigorous residential neighborhood. The residential use remains even after 50 years of industrial and commercial zoning. Apparently the zoning has never been justified by any great industrial demand for land in this area.
 2. The residential neighborhood is surrounded by industrial, commercial and warehouse facilities. Many of the existing uses are either underused, vacant, or for sale. In the industrial area large amounts of open ground exists, utilized in very inefficient ways. There does not appear to be any great demand for these existing industrial and warehousing locations. If there is demand for industrial use, industrial development should occur on a block by block basis. This would insure individual homeowners from being isolated by patchwork industrial development.
 3. The residential neighborhood displays relatively stable patterns despite many negative environmental pressures. This is reflected by the fact that over 40% of the homes are owner-occupied; 20% of the residents moved into their homes before 1950; and the age profile of the community is very much the same as Marion County. Additionally, there is a variety of facilities still serving the neighborhood (i.e. church, grocery store, drugstore, and park). The neighborhood still has a strong relationship to the neighborhood south of I-70. The Indiana State Highway Commission has recognized this relationship and has agreed to build a local through street under I-70 connecting the two sides of the neighborhood.



Residential

The residential community is stable and has a great deal of character that lends support to its continued stability. The community is strongly committed to the belief that most of the homes are structurally sound and are quite worthy of improvement. The improvement of existing and construction of new housing is the pivotal concern of this plan. An increase of 3,000 people within the next ten years is recommended to support a broad range of service facilities for the community. Maintaining the existing housing density of 16 units per residential acre should be the standard for any proposed housing development.

Map 7 shows the areas where specific recommendations are made for concentrated site development and infill housing. (Infill housing is new housing designed to be built on vacant lots in existing residential areas.) Many of the recommendations for residential development have already been discussed. The following recommendations deal with development policy.

New housing should be developed in a manner that would be compatible with the character and density of the existing residential environment. All housing, new and old, must be protected from the various blighting influences. This is best achieved by guarding the residential community from non-compatible developments.

- Repair and upgrading of many of the existing homes is suggested. Extensive trash clean-up programs need to be instituted. Many of the curbs, gutters and sidewalks must be repaired. Care should be taken that the character of these older structures is preserved and the environment improved as much as possible.
- A variety of housing types, single-family homes and both middle and low-income rental units should be developed to provide for the population increase. Sites for the proposed residential areas must be protected from non-compatible uses. Vacant lots left from demolition activity are possible locations for new housing, especially in the area of I-70 and McCarty Street.
- Vacant lots recommended for development should be cleared of debris and utilized as open space until the area is primed for development.
- Public spaces in residential areas should be landscaped as an incentive to private property owners.
- Blatant code violations that blight the neighborhood should be enforced. Enforcement of the housing codes should consider the ability of homeowners to pay for improvements or resources should be made available for meeting code standards. Any enforcement should take into consideration the age and character of the housing.
- Adequate housing should be provided in the neighborhood for families that will be displaced by the completed interstate.

Transportation

- Heavy truck traffic should be prohibited on residential streets and should be limited to the following streets: (Refer to Map 8.)

Interstate 70; McCarty Street; Kentucky Avenue; West Street; Missouri Street; Capitol Avenue (north of I-70); Madison Avenue; Meridian



**Map No. 8
PROPOSED
THOROUGHFARES**

- I-70 ————
- EXPRESSWAYS ————
- PRIMARY ————
- SECONDARY ————
- LOCAL THRU STREETS ————

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Street (north of McCarty Street); Morris Street (west of West Street); and Raymond Street. (Refer to Map 9.)

The recommendation to prohibit truck traffic on Morris Street (east of West Street) and on Meridian Street (between McCarty and Raymond Streets) is a strong community position that is not in keeping with the Marion County Thoroughfare Plan.

- * A street improvement program is essential to the success of a neighborhood improvement program. The community feels that residential streets that have been damaged by truck traffic should be repaired by the city.
- * The removal of the Illinois Central Railroad tracks from Wisconsin Street to South Street and a resurfacing of Wisconsin and Senate to facilitate truck movement to I-70 via West Street is supported.
- * The construction of a neighborhood thru-street with sidewalks by the Indiana State Highway Commission under I-70, connecting the 900 block of Kenwood Avenue to the 1100 block to Capitol Avenue, is supported. A new system of pedestrian walkways is recommended to link concentrations of common activity.
- * The current level of public transit should be upgraded. Accessibility to more areas needs to be provided, especially to the downtown areas. Running a public transit route east and west along Morris Street is highly recommended. (Refer to Map 10.)

Utilities


- * Extend and update the existing water service system and the gas utility distribution system when new development occurs.
- * The existing combined sewage-storm water system should be converted to separate systems.
- * Overhead electric lines should be systematically replaced with underground lines.
- * Much of the existing street lighting needs updating. New street lighting is necessary on portions of neighborhood streets where there is no lighting. Alley lighting should be encouraged to reduce the possibility of crime. In areas of new development the use of unique lighting should be encouraged to enhance the character of the development.

ECONOMIC DEVELOPMENT

In planning for a community, looking out for the economic well-being of the residents is critical. To sustain a growing residential community, people need good incomes, employment opportunities, and convenient places to purchase essential goods and services.

Income/Welfare

- * A coordinated program utilizing employment and social benefit counseling would help guarantee residents a sufficient and dependable income.
- * The administration of food stamps, welfare benefits and other emergency assistance should be decentralized so that these benefits would be available to residents at a community multi-service center.

A detailed street map of the Concord Neighborhood in Indianapolis. The map features a dense grid of streets. A thick, solid brown line outlines a large, irregular area that covers most of the central and eastern parts of the map. Within this outlined area, several dashed brown lines indicate specific proposed truck routes. These routes include a major north-south corridor on the left side, a horizontal route across the middle, and various connecting paths. The map also shows other features like parks and water bodies.

Map No. 9
**PROPOSED
TRUCK ROUTES**

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Employment

- The main purpose of employment counseling is to maximize the employment potential of the community residents. Thus, job placement and job development are primary concerns. Manpower programs should strive to coordinate the employment needs of local businesses and industries with those of local residents.
- Vocational and on-the-job training should be increased. Ideally these programs would cooperate with local businesses and industries to improve employment opportunities for the community residents.

Commercial

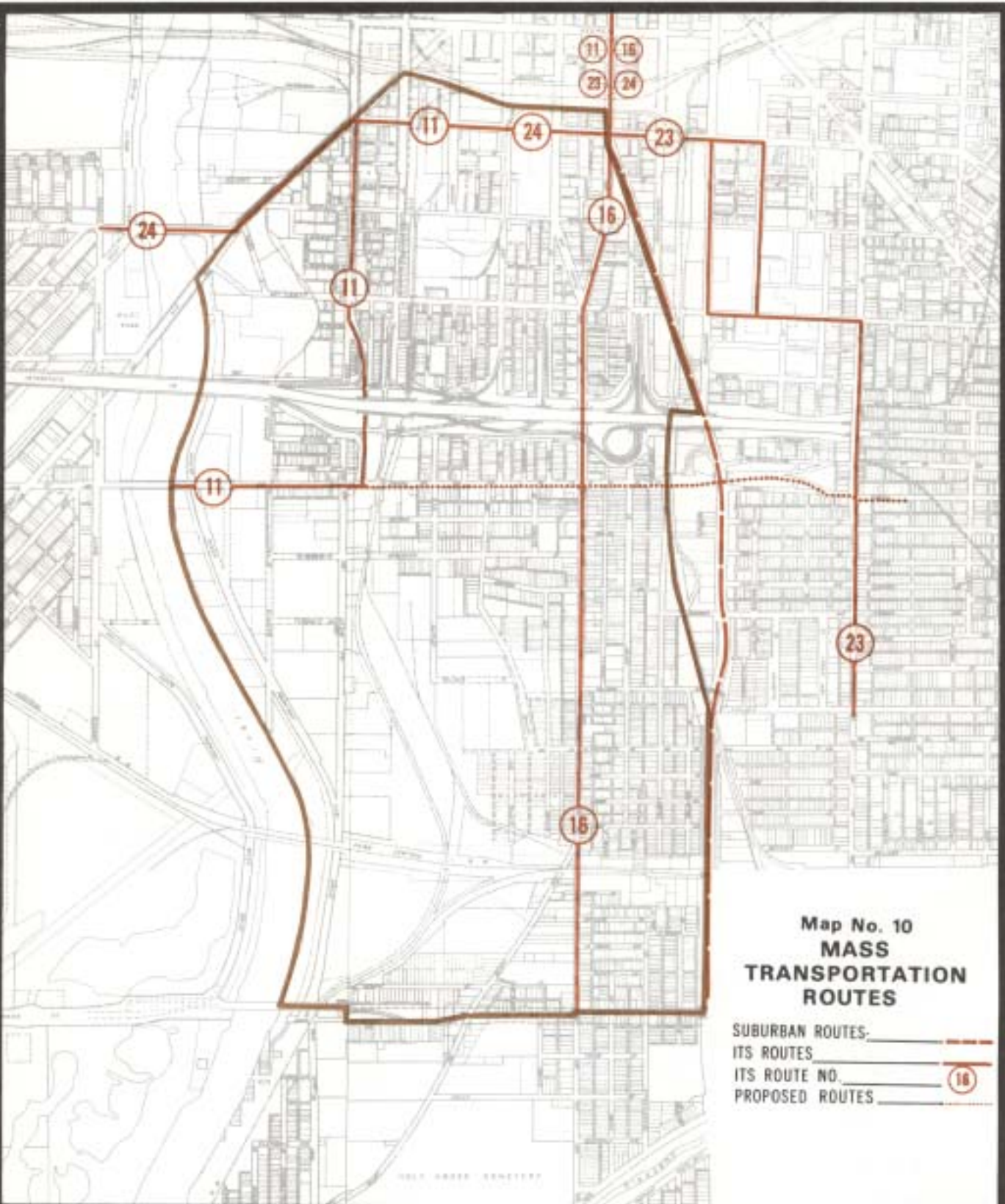
- Develop more off-street parking for existing business and proposed commercial concentrations.
- Encourage small concentrations of neighborhood oriented business close to the intersections of Meridian at McCarty, Morris and Raymond.
- Organize a commercial development program to:
 1. Coordinate business development with a community development program;
 2. Promote designated areas of the community for business development;
 3. Encourage medical practitioners to locate in the community;
 4. Coordinate development of a community commercial complex that is an integrated part of the proposed residential and multi-service center development in the area west of Meridian and Palmer.

Industry

- Buffer residential areas from adjacent industrial areas through open space and screening.
- Provide adequate truck access to industries using the major thoroughfares listed under the transportation proposals.
- Establish an employment program with local industries to develop more employment opportunities for residents.
- Develop a program of community contact with local industries to encourage removal of sources of pollution, and repair of deteriorated industrial properties. This would compliment the governmental enforcement of pollution controls.
- Limit industrial development to those areas designated in the land use plan.

SOCIAL DEVELOPMENT

Improving the social fabric is one way to make the community a more desirable living environment. Encouraging community awareness, raising the level of social interaction, providing efficient community services, and expanding educational, recreational, and cultural facilities are all social development goals. The following proposals are oriented to help achieve these goals.



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Crime

- Improve police protection by urging police to be more responsive to criminal situations. Regular police walking beats out of a local police facility is recommended as a method of increasing police visibility and discouraging criminal activity, especially on business properties during non-business hours.
- More recreational facilities coupled with youth activity programs are essential in dealing with juvenile delinquency.
- Board vacant structures to reduce vandalism.

Fire Protection

- The Fire Department should update its fire routes in light of I-70 construction.
- Regular inspection and enforcement of fire codes will reduce situations where fire hazards exist. This includes a prompt removal of vacant and dilapidated structures and the upgrading of poor wiring or defective electrical systems.

Educational

- Utilize the community environment and history as an educational resource.
- Increase the efficient use of space, programs, and trained staff at community educational facilities.
- Maintain and upgrade the physical facilities of community schools.
- Plan for a new school facility to handle the proposed population growth.
- The community strongly feels that efforts should be made to insure the continued existence of the community schools which already meet the integration requirements.
- Expand educational programs to include greater diversity in school programs.
- Make provisions for improved library access.

Recreation

- Existing park facilities are in need of new equipment with a much higher level of maintenance and supervision by the Department of Parks and Recreation.
- Increase the number and variety of recreational programs for all age groups throughout the community.
- Recreational areas should be screened with landscaping from any adjacent incompatible land use.
- A system of bicycling paths is essential in providing a pleasant and safe environment for bicycling.
- New park and recreational developments are proposed (Refer to Map 11.):

1. Five acres of small park areas. This figure represents a need for recreation areas devoted to tot lots, basketball courts, play equipment areas, and areas devoted to leisure space. The requirement can be partially fulfilled by the development of open space along White River and I-70.
2. Development of the open spaces along White River and I-70. These areas would provide a system of landscaped open space that fulfills some of the recreation development recommended above.
3. A well equipped playground as a part of the proposed multi-service center.
4. An indoor recreational center as a part of the proposed multi-service center.
5. Four new neighborhood parks - two developed as soon as possible in existing neighborhoods and two to be developed in areas proposed for new housing.
6. A large (15 acre) community playfield should be developed in a somewhat central location to the community.

Health

- A new health clinic facility should be a part of the proposed multi-service complex, using the existing health service program and staff as a basis of operation.
- A dental care program is proposed as part of the health clinic.
- An expanded community educational health care program should be included in the program of the health clinic and the community center.
- Coordinate the delivery of all the health care services.

Community Multi-Service Center

- New multi-service center to serve the Concord Center's service area. The Concord Center Association is currently the major participant in developing the proposed multi service facility.
- The proposed facility is recommended for the area around Palmer and Meridian because of its centralized location to the community. Funding levels and the availability of existing buildings will determine whether a new structure should be built to house the center.
- A day-care program to serve the community should be a part of the facility.
- Indoor and outdoor recreational facilities associated with a strong, full-time recreational program for all ages should be of primary concern in designing the operation of the facility.
- The multi-service center should offer comprehensive counseling services by expanding the existing services to include representatives from public and private agencies. The following counseling services should be offered at the facility: employment and job training; family and individual; housing; drug and alcohol; legal aid; and emergency assistance.

Map No. 11
OPEN SPACE PLAN

PARKS _____ 
 PARKWAYS _____ 
 LANDSCAPED PUBLIC SPACES _____ 

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- The center should provide social activities program with particular emphasis on special programs serving the elderly and the teenagers.
- A neighborhood development office should be housed in the facility.
- The proposed multi-service center is the logical place to centralize community organization activities. Since the facility will become the focus of community activities space should be allocated for community and neighborhood meetings.
- The center should also provide space for branch offices of city governmental agencies (i.e. Police Department, Department of Public Works, Department of Parks and Recreation, Department of Transportation, and a Marion County Public Library branch).

IMPLEMENTATION

INTRODUCTION

IMPLEMENTATION OF PHYSICAL DEVELOPMENT

IMPLEMENTATION OF ECONOMIC DEVELOPMENT

IMPLEMENTATION OF SOCIAL DEVELOPMENT

INTRODUCTION

Achievement of plan proposals depends upon the cooperative efforts of many local governmental agencies, neighborhood organizations, and other private and public groups. For the plan proposals to be truly effective, they must be considered as parts of an overall strategy and not separate. It is the purpose of this section to outline the various elements in an implementation strategy for the Concord Subarea Plan.

The major elements of the implementation strategy are as follows:

- 1) Partnership of Government and Community
- 2) Adoption of the Concord Neighborhood Subarea Plan
- 3) Land Use Control
- 4) Development Activities

The thrust of the strategy is physical improvement of the area, but specific economic and social implementation proposals are included as well. All will be covered in detail in subsequent sections.

Partnership of Government and Community

Throughout the implementation process, either the government by itself, the community by itself, or the two acting together may initiate specific activities. The city and the community should coordinate implementation efforts regardless of who initiates them. This involves sharing plans, projects, and information, as well as providing needed assistance, to hopefully result in effective and technically sound activities.

The community-government partnership has produced the plan. To insure a continued partnership during implementation a structured set of relationships needs to be established.

- . The Department of Metropolitan Development should assign a staff person to serve in a part-time capacity with the Neighborhood Program Policy Committee and the Near Southside Community Development Corporation during implementation.
- . The Department of Metropolitan Development, in coordination with the Mayor's Office, should organize a physical development committee composed of representatives from the Departments of Administration, Parks and Recreation, Transportation, Public Works, Metropolitan Development, and also from the Greater Indianapolis Housing Development Corporation. On a city wide level, this committee would have the responsibility of coordinating the implementation of city-sponsored physical development activities. Such a committee would be a means of providing a communication link between city government and the communities. A secondary goal of the committee would be to coordinate all social and economic development activities. This would be supportive of the work that is now in progress to develop a citizen participation body (on behalf of the Mayor's Task Force on Community Services) which would work in conjunction with government agencies. This would be the recognized county-wide group to deal with Revenue Sharing, a Community Development Program, and other Federal expenditures.

- . The Department of Metropolitan Development should ensure that such organizations as the Neighborhood Program Policy Committee and the Near Southside Community Development Corporation are aware of city plans and proposals that would affect the area.
- . The city should provide ample opportunity for the community to evaluate and comment on the plans. Through utilization of community organizations the residents can review and offer advice throughout the implementation process.
- . The community should share any future planning efforts with the city.

Government Activity

Implementation of plans involves action by many local government departments. Clearly, there is a need to coordinate the activities of the various departments. Although there is no single agency designated to affect the social and economic aspects of the plan, the Department of Metropolitan Development should assist in coordinating the efforts of the different agencies to implement physical changes.

The necessary coordination could be supplied by the Community Development Program presently being developed through the Mayor's Office. This program would bring together all the activities of local government related to development at the community level. If successful, all community development activities would be scheduled and budgeted so that the implementation process would be assigned priorities and operate on a definite time schedule. (See Appendix VI for Capital Improvement Recommendations.)

Community Activity

Just as citizen participation was needed for the formulation of the subarea plan, such involvement would be crucial during the implementation process. The Near Southside Community Development Corporation was formed to help residents accomplish significant development. The Neighborhood Program Policy Committee, the Concord Center, the Advocate Development Team, and other community organizations can be depended upon to contribute toward this goal.

Adoption of the Concord Neighborhood Plan

The primary step in implementing the subarea plan is to seek its adoption by the Metropolitan Development Commission. There are important aspects of plan adoption. Adoption constitutes official recognition of the plan's recommendations and policies. Furthermore, adoption of the plan is a demonstration of intent to revise the Comprehensive General Land Use Plan for Marion County to conform to the land use plan set forth in this document.

Land Use Control

Legal regulation of land use is accomplished through zoning ordinances. Since present zoning in the Concord Neighborhood is inconsistent with proposed land uses, it must be amended. The procedure for rezoning of the type and scope proposed in this plan requires petitioning the Metropolitan Development Commission.

A design study will be forthcoming as a component of the subarea plan. The study will further refine the land use recommendations put forth in this plan. Based on the design study specific rezoning of areas will be requested. One possibility may be to designate all or part of the subarea as a planned unit development. The intent is to insure that any development in the community would be compatible with the recommendations of the design study. The implementation of the land use plan will be more effective if development standards are enforced and variances minimized when used as tools of proper zoning.

Development Activities

The Concord Neighborhood Subarea Plan is purposeless unless its development proposals can be put into effect. To achieve the developments it is important to consider the availability and location of land. A mechanism must be devised to build leverage for the control of land for such developments. The formation of a program of land assemblage will be necessary in laying the groundwork for future development.

IMPLEMENTATION OF PHYSICAL DEVELOPMENT PROPOSALS

Residential

The implementation of residential development falls into three phases: a residential improvement program; scattered site development; and concentrated site development. These activities parallel each other in some cases, and have varying degrees of overlap. Following are discussions of the three phases. (See Appendix VI)

Residential Improvement Program

Improvement of the residential areas includes those efforts which reverse deteriorating influences. The following steps are recommended.

- A detailed program of home improvement should be developed by a partnership of the Division of Urban Renewal, G.I.H.D.C., and the Near Southside Community Development Corporation. Housing units requiring any type of repairs should be surveyed. This is useful in determining the overall cost of housing improvements in the community. The existing housing stock should be conserved.
- Acting in cooperation with the community, the Department of Public Works should do the following:
 - 1) Conduct community-wide heavy trash clean-up programs.
 - 2) Enforce violations of weed control and trash control on vacant lots.
 - 3) Support the neighborhood associations in block and alley clean-up programs.
- The Health and Hospital Corporation and the Division of Code Enforcement should coordinate their efforts in enforcing health standards and various development and housing code regulations. Code enforcement activities should be coordinated with the Neighborhood Program Policy Committee.
- Signs clearly stating load limits should be posted by the Department of Transportation on all residential streets. These load limits should be vigorously enforced by the Indianapolis Police Department.
- The Department of Transportation in cooperation with private groups should begin a program of street, curb and sidewalk repair. Special consideration should be given to those streets, curbs, and sidewalks which have been damaged by truck traffic. The Department of Transportation, trucking firms and neighborhood groups should collaborate in the repair and improvement of these public spaces. Where residents are held responsible for repairs under the Barrett Law, special revenue sharing and private funds should be sought to make these improvements. (An illustration of the types of problems experienced by the neighborhood is given in Appendix V)
- A system of pedestrian and bicycle paths which link concentrations of community activity should be developed. Such a system should provide access to the proposed open space corridor along White River. Residential areas should be linked by pedestrian overpasses across thoroughfares and railroads. This proposal should be pursued through the Community Development Corporation, the Department of Public Works, and the Department of Transportation.
- Areas of open space resulting from the construction of Interstate 70 should

be well landscaped. The open space along I-70 and other public spaces should be developed to serve recreational needs and to enhance the physical appearance of the neighborhood. A program to develop these recreational areas should be pursued through the coordinated efforts of the community, the Indiana State Highway Commission, and the Department of Parks and Recreation.

Scattered Site Development

Scattered site housing development includes the maintenance and rehabilitation of existing housing units and the construction of housing on vacant lots throughout the community. It involves a comprehensive attempt to upgrade and expand the housing stock of the community. In the absence of significant federal housing programs, creative solutions are needed to enable many implementation recommendations to succeed. Local and state governments must respond by working for the development of new resources for the community.

- The Concord Neighborhood should be given high priority in the Metropolitan Community Development Program.
- Demolition of condemned vacant structures by the Division of Code Enforcement should be expedited. The vacant lots should become part of a land bank developed jointly by the City of Indianapolis, G.I.H.D.C., and the Near Southside Community Development Corporation.
- Available vacant lots, (there are 120 currently), should become sites for infill housing. Depending on the number of lots that can be assembled, a variety of housing types could be built including single family dwelling units, townhouses, senior citizen apartments, and scattered site public housing. The area north of I-70 has a particularly large number of vacant lots available for this kind of development. Other areas have vacant lots that have potential for infill housing.
- The support of public entities like the Division of Urban Renewal, quasi-public organizations such as Greater Indianapolis Housing Development Corporation and Near Southside Community Development Corporation, and purely private interests such as private residential developers will be needed for the infill housing development program. The Department of Metropolitan Development should lend support to the Near Southside Community Development Corporation in guiding any such activity.
- A variety of tax and development incentives should be developed by local and state government to encourage home improvement and infill housing construction activities. Designation of the Concord area as a special development district, which makes housing investment attractive for the private developer, is one option as viewed by the community.

Concentrated Site Development

The Concord community has areas of great potential for concentrated site development, which in the opinion of many people are the best in the central city. Concentrated development of residential areas would, in some instances, remove incompatible uses of land that have blighted the existing residential areas for years. Housing development on these concentrated sites would do much to re-establish the residential character of the community.

The availability of the individual tracts of land contained in the proposed sites will greatly determine the development potential of these areas. The

assembly of individual land tracts into a large concentrated site becomes a critical element in making the sites attractive for development. There are four areas recommended for concentrated site development. They are listed in order of priority below.

- 1) Area 1 is bounded by the Illinois Central Railroad tracks on the west, Wisconsin Street on the north, the Penn Central Railroad on the south, and Meridian on the east. This area has approximately 70 acres of land with development potential. The location is perfectly suited for development of a new community core which should include varied housing types, a commercial center, areas of recreation and open space, and a community multi-service center.
- 2) Area 2 is bounded on the south by Raymond Street, on the north and west by ICRR tracks, and on the east by Bluff Road. It has approximately 45 acres of land for potential residential development. A number of attractive light industries in this area will complement the proposed development of housing.
- 3) Area 3 is bounded on the west by the White River, on the north by the Penn Central Railroad tracks, and on the east and south by the ICRR. This area has 21 acres of land with development potential. It is suitable for the development of a variety of housing types including modular homes.
- 4) Area 4 is bounded on the east and north by the Illinois Central Railroad, on the south by the Penn Central Railroad and on the west by West Street and existing industries. In terms of residential development, it appears to be best suited for modular homes. This area has approximately 15 acres of land with development potential.

The options for development are extreme in areas #3, #4 and other designated areas (see Map 7). Concentrated housing development is proposed. However, if these areas are in demand for concentrated industrial development, residential development would yield. This means that any proposed industrial development that is compatible with the interests of the community would have support to develop intensively an entire site. Whichever single demand is greatest, residential or industrial development, should be encouraged to develop the entire site.

Residential development is noted on Maps 1 and 7. This is considered supportive of the major development proposals for a new community core. The ultimate use of these areas may be undecided for years. If residential development does occur heavy buffering would be required to provide for a pleasant residential environment. To succeed, housing development in all four areas should be considerate of the following policies and procedures.

- Land assembly. A land assembly plan and a land assembly instrument will have to be developed. There are numerous ways in which this can be accomplished. For example, the Division of Urban Renewal (through the Neighborhood Development Program) can acquire, in the public interest, parcels of land for development. Private developers can similarly assemble land for private development. A program utilizing both public and private assembly methods should be developed in cooperation with the Near Southside Community Development Corporation to facilitate land assembly.
- Detailed Development Planning. The Concord Neighborhood has advanced planning efforts to the point that it is prepared to participate in any city-sponsored Community Development Program. This type of detailed

programming and budgeting needs to occur in regard to concentrated site construction. Questions such as type of housing to be developed, location of housing, and type and location of community amenities will have to be answered when implementation capabilities become more clear.

- Construction of a variety of housing types is recommended including single family homes, townhouses, apartments, and modular homes. Modular homes are particularly appropriate in Areas 3 and 4 where strong pattern industrial development is located immediately north of the proposed residential development. This is a very appropriate use in that modular housing is a way of reserving this land for potential industrial development. This allows a phasing of land use in areas 3 and 4 where future industrial development may be a better economic use in terms of serving the entire community. However, all of the above mentioned housing types should be clustered, with the different clusters related to each other by community amenities.

The community's history as a settlement area for diverse ethnic groups should be kept in mind in the effort to build unity across racial and economic lines. In addition, effective linking is essential to permit proper traffic flow and provide easy access to needed services. A pedestrian walkway system, and the use of community amenities such as parks are recommended methods for facilitating this linkage. These types of developments will be effected through the expenditure of city and private monies.

- Construction of a variety of community amenities must proceed parallel to the construction of new homes. Parks, commercial facilities, and a new social service center are needed. This is important for housing development since new residents will be more apt to settle in the Concord area if a wide range of community services and facilities is made available. Private developers, small merchants, private foundations and public agencies will all play a role in the development of the services and facilities.

Transportation

The implementation of the transportation proposals can have a far-reaching impact on the Concord Neighborhood. It is important that a transportation committee, made up of residents and staff people, responsible for an on-going review and re-evaluation of the following proposals, be established.

- The Marion County Thoroughfare Plan may need to be revised by the Department of Metropolitan Development to accommodate the community's plan recommendations. The proposed changes include downgrading both the status of Meridian Street between McCarty Street and Raymond Street, and Morris Street between West Street and Madison Avenue, from primary to secondary thoroughfares. Although these proposals do not coincide with the Marion County Thoroughfare Plan, the community feels strongly that these changes would greatly benefit the residential qualities of the community.
- To lessen truck traffic on neighborhood streets it is important that the Department of Transportation post only those streets listed in the plan proposal for truck routes. (Refer to Map 9) The Police Department should be requested to diligently enforce the prohibition of truck traffic on residential streets. A coordinated effort between the Department of Transportation and local trucking companies should be made to repair any damage done to residential streets by the truck traffic. The paving of Wisconsin and Senate as a secondary truck route, linked to West Street, is supported by the community.

- The Department of Transportation should investigate the utilization of revenue sharing funds for the upgrading of neglected streets.
- Residents should be prepared to share the expense of selective residential street improvement under the Barrett Law.
- The proposal for the Capitol-Kenwood neighborhood thru street is being implemented by the State Highway Commission.
- The community supports the agreement between Department of Transportation and the Illinois Central Railroad to remove unused bridges and railroad tracks. This removal should proceed without delay.
- With respect to the city's public transit system, an upgrading of the present level of service and a reevaluation of the choice of routes serving the neighborhood is recommended. Any reevaluation should closely examine the provision of a new route providing east-west service on Morris St.
- The construction of a pedestrian walkway system is a venture that should be coordinated by the Community Development Corporation, the Department of Transportation, and private developers.

Utilities

Traditionally, the community has had little control in the planning, installation, and maintenance of utilities. The community can be most effective by improving utility services through the development of good contacts with the public and private agencies.

- The Indianapolis Water Company should be informed of any development activities requiring the extension or upgrading of the water system.
- The Department of Public Works is responsible for the maintenance of sanitary and storm sewers. Any proposed developments that would affect the sewer system should be coordinated with that department.
- Development activities requiring an upgrading or extension of the gas lines should be coordinated with the Citizens Gas and Coke Utility.
- The Indianapolis Power and Light Company should be encouraged to systematically replace overhead electric lines with underground lines.
- Areas where street lighting is lacking or outdated, the Department of Transportation should be contacted. Alley lighting can be installed by the Indianapolis Power and Light Company at the expense of participating property owners.
- The cost of installing visually pleasing lighting is an expense incurred by the developer of almost any new project. Installing such lighting should be done with the cooperation of the Indianapolis Power and Light Company, the Department of Transportation, and the individual property owner.

IMPLEMENTATION OF ECONOMIC DEVELOPMENT PROPOSALS

Income

- Public agencies providing economic assistance should decentralize their operations by utilizing the proposed neighborhood multi-service center. These agencies include the Marion County Department of Public Welfare, the Food Stamp Office, and the Center Township Trustee.
- A Concord multi-service center caseworker and a case aide should assist residents in obtaining economic assistance and coordinating the delivery of income maintenance services.

Employment

- Employment services should be provided either by a Concord Center employment counselor with the assistance of state and local employment agencies, or directly by the State Employment Security Division and the Metropolitan Manpower Commission. Counseling, placement, and job development services should emanate from the neighborhood multi-service facility.
- Vocational training resources within the immediate community such as Wood High School, should be used to advantage. The Manpower Division could lead such an effort.
- Employment professionals and neighborhood organizations should develop co-operative relationships with area businesses and industries to increase employment and training opportunities within the Concord community. The Southside Businessmen's Association and the Neighborhood Program Policy Committee could help in the development of such relationships.
- Developing an employment program which relates community needs to the city-wide employment network is one means of increasing employment opportunities for residents.

Commercial

- Commercial development should occur only in conformance with the land use plan and can be controlled through zoning changes. Strict zoning enforcement should be pursued to effect this end. This will require strong community support of the recommended zoning patterns.
- The Department of Metropolitan Development, the Near Southside Development Corporation, and the Southside Businessmen's Association should work together to promote commercial development in the proposed community service/residential center at Meridian and Palmer. This development would be enhanced by the introduction of key commercial facilities such as a bank branch, supermarket, drug store, and professional offices. Commercial development should occur in conjunction with residential development on adjacent vacant ground.

- Similarly, in conformance with plan proposals and existing business patterns, small commercial concentrations should be promoted on Meridian at McCarty, Morris and Raymond Streets.

Industry

- Adequate buffering of industrial land uses can be accomplished by strict enforcement of development standards for industries located adjacent to residential areas. Industries should be encouraged by neighborhood groups to practice good housekeeping and to beautify their facilities as much as possible.
- Intensified industrial development should be encouraged where it conforms to the land use plan. Much of the designated industrial area can be developed more efficiently because of all the currently under-utilized industrial acreage.
- In areas of proposed residential development existing establishments would benefit from relocation to another industrial site, because in most cases there would be improved access. An advantage of industrial conformance to the land use plan is convenient access to designated truck routes. Those industries left isolated in residential areas should receive assistance from the Department of Transportation, the Department of Metropolitan Development, and the community itself in developing truck access patterns which minimize the use of residential streets.
- Any industrial development should include a program to provide employment opportunities for community residents.
- The Department of Transportation should post all residential streets so as to prohibit truck traffic on those streets. The Indianapolis Police Department should enforce these truck prohibitions. In addition, plan guidelines should be followed in order to avoid forcing industry to utilize residential streets.
- Codes relating to pollution and industrial blight should be rigidly enforced. This is particularly vital in a community where homes and industry are close together.
- Explore promoting and/or developing a planned industrial park as a development activity of the Near Southside Development Corporation.

IMPLEMENTATION OF SOCIAL DEVELOPMENT PROPOSALS

Crime Prevention

- Increased visibility and responsiveness of City police is imperative as a means of reducing crime in the Concord community. This can be accomplished by returning to the system of police walking beats and by increasing the number of squad car tours through the neighborhood at night.
- Indoor and outdoor recreational programs are vital to reducing juvenile crime. The Department of Parks and Recreation should assume major responsibility for developing additional and improved programs and facilities. Concord Center would then be responsible for the coordination of the special programs.
- Improving street and alley lighting may be of service in the overall effort to reduce crime. Ways of utilizing public funds to implement such improvements should be thoroughly explored.
- Vacant structures tend to attract neighborhood youngsters. The Marion County Health and Hospital Corporation and the Division of Code Enforcement should make every effort to see that such structures remain boarded. Government grants allowing for the demolition of such buildings at no expense to the owner should be continued.

Fire Protection

- Regular inspection and enforcement of fire codes with respect to land uses is essential in removing blatant and chronic violations. Codes relating to defective electrical wiring should be similarly enforced.
- The Division of Code Enforcement should hasten the demolition of dilapidated structures. An ordinance which would limit the amount of time allowed contractors to demolish condemned structures might be a means to achieve this.
- The Department of Public Works should commit itself to regular weed and trash control. Neighborhood groups should also contribute to this effort by encouraging offenders within the community to clean up their yards.

Education

- Neighborhood schools and the community multi-service center should utilize neighborhood history and environmental assets as educational resources. This would require the cooperation of Concord Center, Indianapolis Public Schools, and area residents and businesses.
- Adult education and vocational training should be pursued in active and expanding programs at community schools by Indianapolis Public Schools.

- School Parent Teacher Associations, neighborhood organizations, and the Board of School Commissioners should endeavor to keep integrated schools open.
- The public school system should provide maintenance and improvement of community schools.
- The possibility of building a new school in the area should be explored as plans for the growth of the Concord residential community develop.
- Principals at area schools should be urged to help coordinate the effective use of space, programs, and trained staff for the betterment of the surrounding community.
- The Indianapolis-Marion County Public Library should explore the alternatives for providing the Concord Neighborhood easy access to a convenient library. The alternatives include establishing a branch in the neighborhood, utilizing the libraries in area schools, and including a library branch in the community multi-service facility.
- Given the educational disadvantage of many residents and the effects these can have on employment opportunities, the multi-service center should include an early childhood education program. Public and private means of funding such a program should be thoroughly explored by those involved with the multi-service center.

Recreation

- The Department of Parks and Recreation should assume major responsibility in the provision of community recreation programs. Area schools and the Concord Center should be utilized as facilities for recreational programs.
- In addition to improving, maintaining, and developing programming for existing neighborhood parks, the Department of Parks and Recreation should work toward completing the Palmer Street Tot Lot and developing a number of other new parks, playgrounds, and tot lots to meet the recreation needs of Concord residents.
- The banks of White River and the green spaces surrounding the interstate highway should be developed as scenic open space. Wherever possible, open space should be so utilized as a buffer zone between incompatible land uses. This would require the participation of the Indiana State Highway Commission and the Department of Parks and Recreation.
- Public and private development that occurs should assist in the establishment of a pedestrian walkway system which would link recreation sites with other centers of activity.
- The Department of Parks and Recreation should explore the possibility of developing a system of bicycling paths, that would utilize and link parkway and scenic paths.

Health

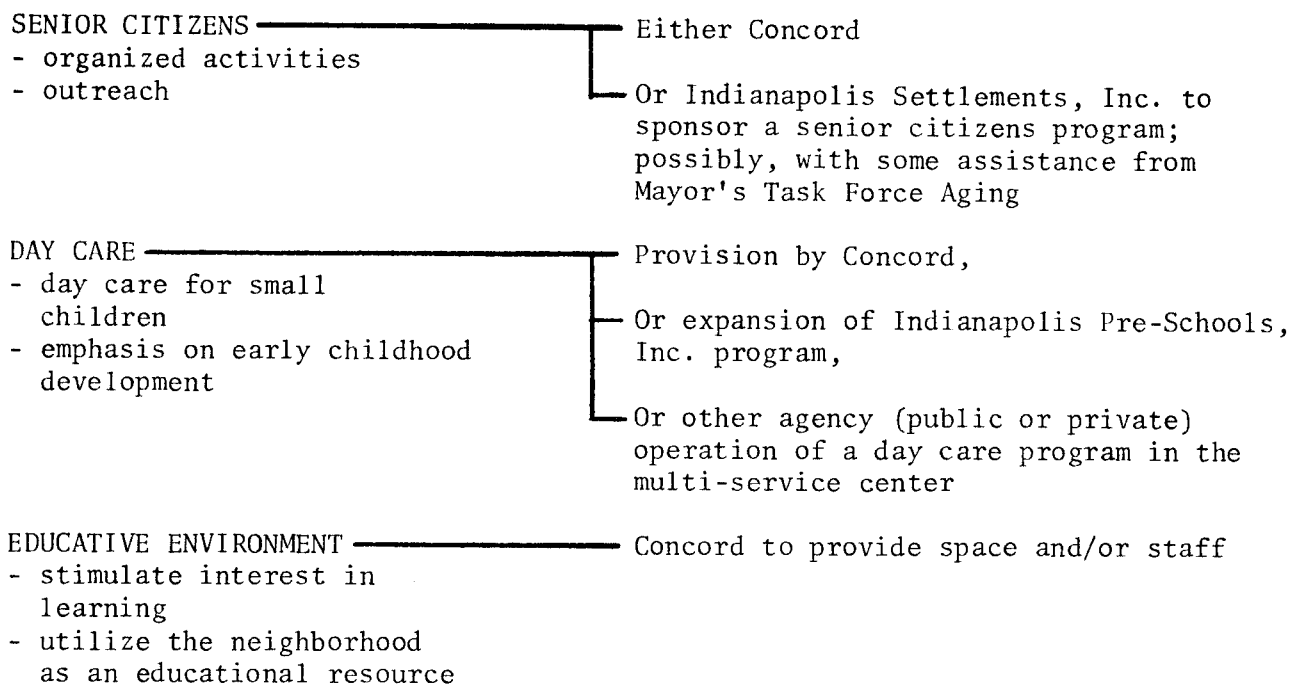
- The community recommends that the Southside Community Health Center, given continued autonomy and private funding, should expand its services to include a new facility. An expanded Health Center should assume the role of coordinator in the delivery of all health and dental services to residents of the neighborhood. Ideally, a new Health Center would be located in or near the community multi-service facility.

Community Multi-Service Center

- The Concord Center Association is taking the lead in proposing the community multi-service center. Funding for the Concord multi-service center should be a joint public-private venture. The city should explore the possibility of revenue sharing and other available monies providing a portion of the multi-service center investment. The United Way, Indianapolis Settlements, Inc., and Concord Center itself would be responsible for generating the larger share of the new facility funding.
- The programs, services, and participating agencies that should be included in the new multi-service center follow:

HOUSING	Provision by Concord housing worker,
- counseling	possibly with space provided for housing-
- assistance in obtaining	related agencies such as the Greater
housing	Indianapolis Housing and Development
- landlord-tenant problems	Corporation or the Department of Metro-
- physical environmental	politan Development
problems	
COMMUNITY ORGANIZATION	
- organizing residents for change	Concord professional community organizer,
- strengthening neighborhood	
associations and the delegate	two neighborhood workers (including the
organizations to which they	
belong	to be directly responsible for providing
NEIGHBORHOOD COMMUNICATIONS	services
- insuring distribution of	
internally and externally	
generated information	
NEIGHBORHOOD DEVELOPMENT	Either Concord to hire its own community
- leadership development	development specialist
- neighborhood improvement	
efforts	Or Concord to channel in expertise from
	groups such as the Advocate Development
	Team or the staff of a Concord area com-
	munity development corporation

EMPLOYMENT - counseling - placement - training - job development	Either a full-time Employment Security Division counselor and part-time Metropolitan Manpower Commission job training specialist Or a Concord employment counselor with part-time assistance from state and local employment agencies
HEALTH CARE - clinics - outreach - community education - coordination	Provision by Southside Community Health Center and other agencies providing outreach health care either in the multi-service center or in a nearby expanded health facility
EMERGENCY ASSISTANCE - referral - advocacy - limited provisions	Concord caseworker and case aide plus outreach arrangements with helping agencies such as Department of Public Welfare, Food Stamp Office, and Township Trustee
FAMILY/INDIVIDUAL COUNSELING - family problems - mental health counseling	Either Concord caseworker and part-time service by Midtown Community Mental Health Center and/or Family Service Association Or contractual arrangement for full-time counseling with either of aforementioned agencies
DRUG/ALCOHOL SERVICES - counseling - community education	Provision either by Concord worker Or by contractual arrangement with Community Addiction Services Agency or other such centralized agency
RECREATION and CRAFTS - apparatus - direction and supervision	Provision by Department of Parks and Recreation in multi-service facility and in neighborhood parks and schools
SPECIAL GROUP ACTIVITIES - activities geared to the needs of specific groups - all age groups	Concord social development professionals to supervise and coordinate all group activities and group workers
TEEN ACTIVITIES - counseling - organized activities - informal situations	Concord teen workers under the direction of the above social development staff



APPENDICES

I STEPS IN THE SUBAREA PLANNING PROCESS

II HOUSING AGENDA

III SUB-COMMITTEE REPORTS

IV CONCORD PRIORITIES

V PROPOSAL FOR THE RESTORATION

OF NEAR SOUTHSIDE STREETS AND PARKS

VI CAPITAL IMPROVEMENTS RECOMMENDATIONS

APPENDIX I

STEPS IN THE SUBAREA PLANNING PROCESS

The goals of subarea planning are achieved through a logical planning process. The planners from the Department of Metropolitan Development utilized the following steps in formulating the subarea plan.

STEP 1

Organize	Work with existing neighborhood organizations to establish a planning committee to represent residents of the subarea.
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STEP 2

Collect Data	Research, collect, and analyze information on the physical, social, and economic characteristics of the subarea.
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STEP 3

Identify Problems	Determine the critical problems of the subarea.
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STEP 4

Formulate Goals	Planning committee determines community goals that reflect future development objectives.
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STEP 5

Preliminary Plan	Planners and planning committee propose a plan that includes community goals and possible solutions to problems.
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STEP 6

Refine Plan	Planners, planning committee, and residents make final revisions on plan and approve end product.
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STEP 7

Implementation	Final plan is presented to the Metropolitan Development Commission for adoption. Elements of plan begin to be executed through various implementation actions.
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STEP 8

Continuing Planning	Planning committee monitors any changing conditions or goals. When such action is warranted by the community, the plan is updated or revised.
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APPENDIX II

HOUSING AGENDA

RE: Submitted by the Housing Committee and approved by the Neighborhood
Program Policy Committee Date: July 14, 1972

1. NEW HOUSING

Single family (\$15,000-20,000).

Middle-income apartments (FHA 235 and 236 programs).

Low-income housing (combination senior citizens and family units,
adequate recreational facilities essential),

Information on available programs needed.

2. Rehabilitation of Existing Housing

Low-interest loans for rehabilitation projects.

Refurbishing program with minor clean-up, fix-up projects.

3. Air Pollution

Oil Reclaiming and other pollutants.

4. Parks

Tot lots.

All purpose park serving all residents, especially elderly

Pocket parks throughout the area.

Special use parks with facilities for open air music.

5. Shopping Center

Convenience Shopping Center

- dry cleaners, variety store, drug store, combination auto parts and
hardware and small grocery store.

6. Landscaping

Need for natural barriers (screening) of industrial uses from residential areas.

7. Through Street Under 1-70

The roads and sidewalks need repair.

8. Street Lighting

Identification of streets in need of lighting.

New mercury vapor lights are needed.

Many trees require trimming.

9. Street Repair

Trucks should be prohibited from residential streets.

Load limits need posting on neighborhood streets.

Many streets need repair.

10. Sidewalks

Many sidewalks need repair.

11. Storm Sewer Drains

Replacement needed at Meridian and Morris Streets.

12. Weed Control on Vacant Lots

13. Property Owners Should Repair Their Rental Property

14. Vacant houses should be boarded up according to the Hazardous Building Ordinance, with the outside grounds clean and weed free.

15. If property is not up to standards within 60 days the committee should contact the property owners. If ignored the Committee has the authority to bill the property owner.

16. These proposals should be enforced to the fullest extent.

APPENDIX III

SUB-COMMITTEE REPORTS
OF
NEIGHBORHOOD PROGRAM POLICY COMMITTEE
THE FINAL PLANS FOR THE CONCORD AREA
ON REHABILITATION AND REDEVELOPMENT
JUNE 11, 1973

THE NEIGHBORHOOD PROGRAM
POLICY COMMITTEE IS COMPOSED OF
REPRESENTATIVES OF:

CONCORD CENTER
SOUTHSIDE CIVIC LEAGUE
SOUTHSIDE COMMUNITY COUNCIL
SOUTHSIDE COMMUNITY HEALTH CENTER
UNION PALMER NEIGHBORHOOD ASSOCIATION
UNITED SOUTHSIDE COMMUNITY ORGANIZATION

EDUCATION AND EMPLOYMENT SUBCOMMITTEE REPORT

1. Schools in the Concord area should be rebuilt from the ground up with all new educational equipment, including football and baseball fields.
2. The subcommittee recommends establishment of a Youth Center, primarily for after-school use.
3. There is a need for an educational development project housed in the multi-purpose center. This project is essentially a workshop especially designed for unskilled or handicapped persons.
4. All businesses in the area would employ Concord area residents.
5. The subcommittee recommends on-the-job training, such as a job apprentice program.
6. A vocational training school in job placement for the Concord community, especially for unskilled and handicapped people is needed.
7. There is a need for a job center for senior citizens.

HOUSING SUBCOMMITTEE REPORT

1970-71 Rezoning

Residents worked in the area south of McCarty Street, west of South Meridian Street, south to the Belt Railroad and west to West Street. We accomplished some rezoning, putting tighter restrictions on the commercial property, changing some heavy industrial zoning to light industrial, and rezoned some land back to a residential use.

1971 Neighborhood Organizations

Due to increased funding by the Community Services Program, the Concord Center acquired new personnel. Also, a neighborhood organization the N.P.P.C. was formulated. Subcommittees such as the Housing Subcommittee were established, to work with the new employees.

1971 Listed Condemned and Vacant Houses

By the end of 1971, 12 houses were listed as condemned, with 48 more houses to be checked. Since that time 16 of these homes have been torn down and 14 are being repaired. Also, 6 homes have been condemned since the 1971 survey.

1972

The Housing Subcommittee worked for several months on seemingly endless problems. Then we decided to establish a priority listing of these problems. From this effort, we formulated the Housing Agenda and presented it to the N.P.P.C. board for approval. This was given at the July 14, 1972 meeting. At this time we discovered that instead of only a housing document, we had articulated all the needs of the community. We have been working on all aspects of it and while we have accomplished many things, we haven't accomplished our major goal-new homes.

HEALTH SUBCOMMITTEE REPORT

The Concord Neighborhood health center is located south of the inter-state at 234 West Morris Street. It has been serving the southwest area since January, 1968. In cooperation with I.U. School of Medicine and Dentistry, it provides diagnostic and temporary medical and dental care. The medical clinic is open on Mon.-Wed.-Fri. evenings 6-10 P.M. The dental clinic is presently opened on Wednesday 6-9 P.M. The fee per patient is \$.50 if the family can afford it. There is also a membership card at \$1.00 per family renewable each year. All medicine is free.

The clinic serves about 25 patients a night on an appointment basis. (Nearly one-third of those patients come from north of the inter-state.) It is expected that unless additional access is provided many residents north of the highway will simply stop coming the Health Center. Is the government prepared to shoulder the responsibility of discouraging citizens from securing adequate health care?

COMMUNITY ORGANIZATION SUBCOMMITTEE REPORT

APRIL 24, 1973

Commercial

The committee would like to see a shopping center in the Concord Neighborhood. The center would include several small service retail businesses such as barber shops, food stores, laundromats, cleaners, and drug stores. The committee supports a restriction of the businesses to keep them small in size. Also recommended is involvement of the Southside Businessmen Association in the project. The committee suggests that efforts be made to maintain the existing small businesses throughout the Concord neighborhood.

Industrial

The committee feels that heavy industrial businesses do not mix with residential homes. It is hoped that heavy polluting industries will either clean-up or close-up. One recommendation is that only light industries, preferably those that operate within their building would set up within the subarea.

On vacant areas north and south of the interstate, the Committee would like to see light industrial zoning changed to residential.

Social Services

The committee supports establishment of a new multi-service center. Space should be provided for Senior Citizens and day care facilities. A substantial kitchen facility should be included where hot meals are available for the needy. The committee supports a plan for a "walk-in" feeding program for the elderly.

Branch offices for governmental agencies housed in the multi-service area is recommended. Existing services available at the Concord multi-service center are: employment counseling and referral; health; family caseworker; housing;

group enrichment, which includes afternoon, teen and adult programs. Included in these services is the well-baby clinic and planned parenthood. The subcommittee recommends an increase in the staff and an expansion of services.

The 1970 Census states that there are 1081 children between the ages of 6-13 and 794 children between the ages of 14-19. These figures are sufficient evidence to show that there is a need for expansion of the afternoon and teen program.

The Census data shows that there are 1257 persons in the subarea between the ages of 55 and 75. At the present time we do have a Senior Citizens program operating on a part-time basis. The committee feels there is a need for a full time program. There are only 50 members at this time and we feel lack of space is the reason for the small involvement.

The committee would like to recommend a new Health Center to be included in the multi-service center. The present Health Center needs expansion to adequately provide for the neighborhood. For example, there is a need for services for alcoholic, and drug related problems. There is a need for an expansion of counseling facilities. The committee recognizes the Mental Health Center's services, but feels an expansion is necessary for the whole neighborhood.

In the past, several committees have been formed to investigate the need and feasibility of establishment of a day care project. Reports have consistently shown that there is a need for such facilities.

APPENDIX IV

CONCORD PRIORITIES

GOAL: Concord Neighborhood as a preferred place to live and work.

STRATEGY: Optimal utilization of community and metropolitan resources.

ENFORCEMENT AND CONTROL PRIORITIES

Improvement of the Physical Environment	Development Control
Remove sources of heavy pollution <ul style="list-style-type: none">•close oil refinery	Strengthen community organizations <ul style="list-style-type: none">•improve citizen participation
Stop heavy truck usage of residential streets	Good street circulation <ul style="list-style-type: none">•pedestrian and cycling paths•neighborhood through street under I-70
Speedy demolition of condemned houses	Examine zoning patterns <ul style="list-style-type: none">•revise zoning to conform with community interest•provide for compatible land uses•good buffering between industrial and residential areas•monitor enforcement of zoning ordinances
Trash clean-up <ul style="list-style-type: none">•weed control•vacant lots•abandoned vehicles	
Public facilities improvement <ul style="list-style-type: none">•street paving•rebuild curbs•rebuild sidewalks•new street lighting•sewer improvements	
Enforcement of blatant code violations that affect the community	

HOUSING and DEVELOPMENT PRIORITIES

Restoration of Community's Residential Fabric	Establishment of Community Amenities-Social and Physical
<p>Rehabilitate existing houses that show signs of deterioration</p> <ul style="list-style-type: none"> •use GIHDC home improvement loans •use of tax law that provides incentives for improvements •encourage landscaping <p>Housing Package</p> <ul style="list-style-type: none"> •Community Development Corp. •land bank program •land assemblage •single family houses (\$15-20,000) •middle income apartments •limited income housing for senior citizens and families •open space and landscaping <p>Concentrated/selective code enforcement reflecting existing and proposed character of community</p>	<p>Community/multi-service center providing day care, housing counseling, health clinic, recreational facilities, social center, senior citizen center, job training and counseling, monitor the delivery of services.</p> <p>Professional services</p> <ul style="list-style-type: none"> •legal service •expand health and dental clinics •alcohol and drug abuse program <p>New and improved school facilities and programs</p> <ul style="list-style-type: none"> •after school programs •adult education •athletic facilities •preserve Wood High School •early childhood program •vocational training <p>New parks</p> <ul style="list-style-type: none"> •neighborhood park •mini parks (tot lots) <p>Shopping facilities</p> <ul style="list-style-type: none"> •centrally located •businesses to serve the every-day needs of residents •sufficient on and off street parking <p>Increase employment opportunities</p> <ul style="list-style-type: none"> •apprenticeship programs •encourage local employers to employ area residents •job center for senior citizens <p>Improve public transit service</p> <ul style="list-style-type: none"> •provide greater accessibility to more parts of the county, giving residents more job opportunities

A PROPOSAL FOR THE RESTORATION OF
NEAR SOUTHSIDE STREETS AND PARKS
MAY, 1974

Introduction

The Concord Neighborhood Program Policy Committee (NPPC), a delegate organization composed of representatives of Near Southside community organizations and agencies, attempts to serve the community it represents by seeking action on the immediate and long range issues confronting the neighborhood. The declining status of the streets and parks in the area has been identified as one issue with both immediate and long range impact on the neighborhood. It was decided, moreover, that park and street improvements be considered jointly, since a comprehensive renewal of external public space in the community must proceed parallel to the rehabilitation redevelopment of residential areas.

The NPPC represents an area bounded by Merrill Street, Madison Avenue, Raymond Street, and White River. It is referred to as the Near Southside or the Concord neighborhood. Serving on the Policy Committee are delegates from the Southside Community Council, Southside Civic League, Union Palmer Neighborhood Association, United Southside Community Organization, Southside Community Health Center, and Concord Center Association.

The Neighborhood Program Policy Committee has sought since its 1971 inception to direct its efforts toward the restoration of the Near Southside area as a viable residential community. Among the many steps already taken in this direction are the NPPC's identification of goals for the redevelopment of the community and the presentation of said goals to City officials. This activity led to a commitment

on the part of the Department of Metropolitan Development to undertake the development of a Concord Neighborhood Sub-Area Plan. Recently, the Neighborhood Program Policy Committee moved to support the formation of a neighborhood corporation to focus on the implementation community development plans. Spearheading community development efforts on behalf of Near Southside residents is the Concord Advocate Development Team, a team composed of physical planners, social planners, an attorney, and neighborhood workers which receives its funding from a Lilly Endowment grant.

In the course of investigating community development resources, the Neighborhood Program Policy Committee became aware of the fact that the Department of Transportation and the Department of Parks and Recreation are to receive some general revenue sharing funds. With this in mind and believing that both departments should allocate needed resources to the neighborhood, the NPPC deems it appropriate to approach the Department of Transportation and the Department of Parks and Recreation with the following proposal for the expenditure of improvement funds in the Concord neighborhood.

General Problem Statement

On the neighborhood level the most significant external public spaces are the neighborhood's streets and parks. They serve specific functions as well as influence the atmosphere within a community.

The streets serve the essential function of transportation, of moving vehicles and pedestrians within their community and from their community to other communities. The parks provide leisure time and recreation space for all age groups in the neighborhood. In order for these public spaces to function at maximum efficiency, it is essential that they be properly maintained. Streets need to be periodically repaired, resurfaced, and cleaned. In the case of parks, it is

imperative that they be kept up and that they have supervised activities for youngsters and teenagers during the summer and other school vacations.

Streets and parks play an important role in creating an atmosphere within a community. For example, if a resident has grown accustomed to a deteriorated park he may become indifferent to acts of vandalism that contributes to its deterioration. Why should he bother when the Park Department is apparently indifferent to the park's decline? Similarly, rather than take care of the curbs and street immediately in front of his dwelling unit, a home owner may decide to neglect them since the street itself is in a dilapidated condition. In addition to the impact on individual attitudes, the appearance of streets and parks creates a visual impression on the part of community people and those passing through the community. Attractive and well-maintained streets and parks cause residents and non-residents alike to formulate a favorable impression of a particular neighborhood. The presence of a positive attitude of residents for their neighborhood is essential in motivating them to take certain steps to improve it. If, on the other hand, citizens, neighborhood residents, are everyday witnesses to a visual wasteland in their parks and streets, they are going to become discouraged about the future of that community. The impact this has on youngsters is particularly striking. We have noted that as the deterioration of streets and parks has increased so has juvenile vandalism and juvenile indifference to the appearance of the community. It is very difficult today to motivate groups of youngsters to participate in clean-up campaigns or to even care about how they dispose of cans and bottles.

Keeping this general pattern in mind, let us look in greater detail at the more severe problem of street deterioration. Neighborhood residents have been pleading for improvements in the conditions of neighborhood streets for some time. Traditionally, residents have been told to "wait until the highway (Interstate 70) is completed and then we will fix your streets". This excuse has been heard

so often that it has become a catch word for City indifference and inaction.

Heavy trucks have been allowed to use residential streets, some of which are clearly marked with signs stating that only vehicles under 5 tons are permitted. Wisconsin, Kansas, Illinois, Capitol, Arizona, Talbot, and Senate Streets, to name a few, have served as truck routes, disrupting residential traffic flow and deteriorating the streets, curbs, and sidewalks drastically. These twin problems of city inaction and unlimited truck traffic when combined with severe winters have created a very serious situation on a number of neighborhood streets.

Specific Problems and Proposed Solutions

The streets for which the Neighborhood Program Policy Committee would recommend repair can be grouped according to what level of repair each requires. Some require major restoration, others call for minor patch work, and yet others require interim repair pending the final disposition of related transportation projects.

The Neighborhood Program Policy Committee has identified South Capitol Avenue between Morris and Arizona Streets, West Arizona from Meridian to Capitol, the 1100 block of South Illinois Street and the block of Russell Avenue for major repaving. While it is recommended that the Department of Transportation inspect these streets, Mrs. Rosetta Crain of 1102 S. Illinois and Miss Margaret Brand of 157 W. Arizona have the following to say about the streets on which they live:

"The trucks that use South Illinois tear up the street and leave it in deplorable condition. Homeowners are very unhappy about it. We feel the City should fix the streets, sidewalks, and curbs."

--Mrs. Rosetta Crain

"The southside of Arizona was repaved by the Water Company about three years ago, but the northside really needs to be repaved. Heavy trucks making deliveries broke the curbs, sidewalks, and made a lot of chuckholes. Since the property owners are not responsible for the deterioration they should not have to pay for it".

--Miss Margaret Brand

Those streets requiring little more than chuckhole repair include W. Kansas Street at Capitol Avenue, the 1200 block of S. Illinois, Talbot Street immediately south of Terrace and S. Meridian at McCarty. These four sites have been singled out due to the severity of their holes and the danger they pose for pedestrians and vehicles alike. It is important, though, that even these minimal repairs be made with durable products and methods.

Referring to a stretch of Senate Avenue south of Morris Street, Mrs. Helen Mudd, of 1245 S. Senate States the following: "They (the City) keep filling in the chuckholes but they don't stay. There's an increase in trucks and the weight breaks in the holes". Senate is one of the streets referred to above as requiring some interim solution. The badly damaged 1100 block of S. Capitol is another. It is understood that a final solution for these two problem streets hinges on the disposition of two major transportation projects to which they are related. In the meantime, some lasting repairs are required to make both streets passable.

Neighborhood parks are the second area of concern. Parks in the community, as noted earlier, play a vital role in the outdoor recreational life of a neighborhood's residents. Many residents who have very limited access to transportation services are dependent upon neighborhood parks as recreational outlets. There are two parks in the community that need maintenance and will require some planning for summer programming. First, the Meikel Street Park, located at Meikel and Wyoming, requires pool repair and mowing. Last year it was suggested that a fence be erected, restricting cars from parking in the park. Planning for the summer must take into account the needs of the area residents. Some efforts should be made to communicate with neighborhood residents and agencies in order to set up the kind of summer program that will be enjoyed by both staff and neighborhood youngsters. A good program needs to be developed which will attract and interest the youngsters. Otherwise some children may decide to spend their

summer playing in the vicinity of the highway project.

The second Park is Kelly Park which is located at Kansas and S. Meridian. The wading pool in Kelly Park should be placed on a high priority repair basis since it has been unattended and unmaintained for some time. In addition, since there is no swimming pool located in the immediate neighborhood, it offers youngsters one outlet for cooling off during the hot summer months.

Finally, the Tot Lot that has been promised for the Union Palmer area located at 133 E. Palmer Street concerns area residents. The construction of this Tot Lot should be expedited so that it will be available for use this summer. Other park facilities, such as additional tot lots, should be planned, some with teenagers in mind.

The community and the agencies which serve it stand ready to work with your departments to make these needed improvements. We've done our part to present our priority needs, now it is up to the City of Indianapolis to start working with us to make these improvements a reality.

Conclusion

The Neighborhood Program Policy Committee's purpose in submitting the previous proposal to the Departments of Transportation and of Parks and Recreation is to identify specific needs with the expectation that available funds will be allocated to meeting them. Residents of the Near Southside feel strongly that the City of Indianapolis bears primary responsibility in resolving the problems referred to above. Southsiders feel they would be bearing an undue burden in having to foot the cost of repairing streets, sidewalks, and curbs that have been damaged by the improper use of residential streets by heavy trucks. Similarly, it is felt that the City should accept its responsibility to properly maintain and staff neighborhood parks.

The Neighborhood Program Policy Committee is seeking to approach the matter of community development in a comprehensive manner. The Near Southside community is aware that there exists an interdependence between the various elements that contribute to the redevelopment of a neighborhood. Thus, the restoration of streets and parks is seen as directly related to the resident's willingness to invest in the rehabilitation of their homes and the willingness of private developers to consider the Near Southside area a worthy investment. The Neighborhood Program Policy Committee is committed to making its community a better place to live and work and is hoping for the same kind of commitment from each department of local government.

Mr. William Beatty, Chairman
(Concord) Neighborhood Program Policy Co
Committee

Mr. Thomas Lewellyn, Board President
Concord Center Association

Mrs. Aileen Sallee, Acting President
Southside Civic League

Mrs. Ruby Cosby, President
Southside Community Council

Mr. Norman May, President
Southside Community Health Center

Mr. Walter Click, Jr., President
Union-Palmer Neighborhood Association

Rev. James White, President
United Southside Community Organization

APPENDIX VI

CAPITAL IMPROVEMENTS RECOMMENDATIONS

CAPITAL IMPROVEMENT	PARTICIPANT(S)	ACTION	TIMING		
			1974-1979	1980-1984	1985-1990
HOUSING REHABILITATION	G.I.H.D.C. Div. of Code Enforcement Private Lenders	Make available low-interest loans for housing rehabilitation	x		
HOUSING CONSTRUCTION	Div. of Urban Renewal Community Dev. Corp. Private Developers	Acquire land and construct 1200-1500 housing units.	x	x	x
CURB, GUTTER, AND SIDEWALK REPAIR	Dept. of Transportation Dept. of Administration Community	Rebuild all curbs, gutters, and sidewalks in need of repair	x		
STREET AND ALLEY LIGHTING	Dept. of Transportation Indpls. Power & Light Co. Community Residents				
PEDESTRIAN WALKWAYS AND OVERPASSES	Dept. of Transportation Dept. of Parks & Recreation	Develop a system of walkways and overpasses to connect concentrations of community activity	x	x	
STREET IMPROVEMENTS	Dept. of Transportation Trucking Firms	Resurface and repair streets that are deteriorated	x		
ILLINOIS CENTRAL R.R.	I.C.R.R. Dept. of Transportation	Remove tracks and bridge structures from Wisconsin St. to South St.	x		
NEIGHBORHOOD THRU STREET	Ind. State Highway Commission	Develop thru street connecting Capitol Ave. to Kenwood St. under I-70	x		
SCHOOL CONSTRUCTION	Indpls. Public School System	Build new school to accommodate increased enrollment from proposed population increase.		x	x
SCHOOL REHABILITATION	Indpls. Public School System	Rehabilitate existing school and upgrade recreational facilities	x		
OPEN SPACE DEVELOPMENT	Dept. of Parks and Recreation Ind. State Highway Com.	Development and landscape open space areas for scenic and recreational use. Parkway along White River and right-of-way along I-70 along with open spaces in the community should be included.	x	x	x
NEIGHBORHOOD PARKS	Dept. of Parks and Recreation Indpls. Public School System	Provide four fully equipped parks, each having 2-6 acres of play areas.	x	x	
COMMUNITY PLAYFIELD	Dept. of Parks and Recreation	Develop a centrally located playfield with at least 15 acres.	x		
MULTI-SERVICE CENTER	City Agencies Concord Center	Develop a facility to house the comprehensive social service needs of the community.	x		
HEALTH CLINIC	Southside Health Clinic I.U. Medical School I.U. Dental School	Provide an expanded clinic to serve the basic health and dental needs of the community	x		
SEPARATE COMBINED SEWER SYSTEM	Dept. of Public Works	Separate combined sewer system when replacement of existing system is warranted		x	x
COMMERCIAL CENTER	Near-Southside Community Development Corporation Private developers	Promote and develop community commercial center.	x	x	
UNDERGROUND POWER AND TELEPHONE LINES	Indpls. Power and Light Company Indiana Bell Telephone Company	Any replacement or establishment of new lines to be placed underground.	x	x	x
IMPROVE SYSTEM OF STREET LIGHTING	Dept. of Transportation Indpls. Power and Light Company Community residents	Where necessary, replace outdated lighting and provide lighting where needed. Encourage residents to obtain alley lighting.	x		

RICHARD G. LUGAR
MAYOR
CITY OF INDIANAPOLIS

ADMINISTRATION AND POLICY DIRECTION:

HAROLD J. EGENES
DIRECTOR
DEPARTMENT OF METROPOLITAN DEVELOPMENT

F. ROSS VOGELGESANG
ADMINISTRATOR
DIVISION OF PLANNING AND ZONING

DONALD L. SPAID
DEPUTY ADMINISTRATOR

HAROLD W. ROMINGER
ASSISTANT ADMINISTRATOR

CRAIG A. KERCHEVAL
PRINCIPAL PLANNER

NEIGHBORHOOD PROGRAM POLICY
COMMITTEE AND SUBCOMMITTEES

PLANNING AND RESEARCH:

STEPHEN C. GRUBBS
SENIOR PLANNER
PLANNER-IN-CHARGE

ADVOCATE DEVELOPMENT TEAM
IRV KATZ
DIRECTOR

PAUL LEVY
ATTORNEY

BARRY SMITH
ARCHITECT/PLANNER

DON PERRY
ARCHITECT/PLANNER

ANN MAY
NEIGHBORHOOD WORKER

FLORA SPURLOCK
NEIGHBORHOOD WORKER

SUPPORTIVE STAFF:
(EDITING, GRAPHICS)

GARY M. JURSIK
ASSOCIATE PLANNER

SUSAN MOYER
INTERN

RANDY SMOOT
INTERN